Indian Registration, Membership and Population Change in First Nations Communities

Stewart Clatworthy

Four Directions Project Consultants

503 Ash Street, Winnipeg, Manitoba R3N 0R1
Telephone (204) 489-7241 email: sclat@mts.net

February, 2005

The views expressed in this paper are those of the author and do not necessarily represent the views of Indian and Northern Affairs Canada (INAC).

Published under the authority of the
Minister of Indian Affairs and
Northern Development
Ottawa, 2001
www.ainc-inac.gc.ca

1-800-567-9604
TTY only 1-886-553-0554

QS-7075-000-EE-A1
Catalogue No. R2-430/2005E
ISBN 0-662-42349-6

© Minister of Public Works and Government
Services Canada

Cette publication peut aussi être obtenue
en français sous le titre :

Inscription au registre des Indiens, appartenance à la bande et évolution démographique dans les collectivités des Premières nations.

Table of Contents

		Page
Table of Contents		i
List of Figures		iv
List of Tables		vii
Introduction		1
SECTION 1	**Review of First Nations Membership Rules**	3
1.1	Membership Rule Features and the Clatworthy/Smith Classification	3
1.2	Status of Membership Rule Applications and Approvals	6
1.3	Membership Rules Adopted Since the Clatworthy/Smith Review	7
1.4	Status of Membership Rules and Revisions	8
1.4.1	Use of First Nations Membership Rules	9
1.4.2	Revisions or Amendments to First Nations Membership Rules	10
1.4.3	First Nations Considering Changes to Membership Rules	11
1.5	Revised Summary of First Nations by Type of Membership Rule	11
1.6	Summary of the Main Findings of the Review of Membership Rules	13
SECTION 2	**Projecting the Populations Eligible for Indian Registration and First Nations Membership**	15
2.1	The Projection Approach and Methodology	15
2.2	Developing First Nations Projection Groups	16
2.2.1	Type of Membership Rule	16
2.2.2	Rates of Exogamous (Indian/Non-Indian) Parenting	17
2.2.3	Regional Projection Groups	18
2.3	Main Features of the Projection Models	18
2.3.1	Structure of the Baseline (2002) Population	19
2.3.2	Baseline Composition of the National Population	21
2.3.3	Baseline Population Composition by Type of Membership Rule	23

2.4	Summary of Projection Results	25
2.4.1	National Estimates by Location On and Off Reserve	25
2.4.2	Population Impacts of Various Types of Membership Rule	30
2.4.2.1	Indian Act and Equivalent Membership Rules	30
2.4.2.2	Act Equivalent Rules Excluding those Without Acquired Rights as of June 28, 1987	31
2.4.2.3	One Parent Rules	33
2.4.2.4	One Parent Rules Excluding those Without Acquired Rights as of June 28, 1987	34
2.4.2.5	Two Parent Rules	36
2.4.2.6	50% Blood Quantum Rules	37
2.4.2.7	25% Blood Quantum Rules	39
2.5	Summary of Projection Results and Conclusions	40
SECTION 3	**Implications for Provision of Services to First Nations Populations**	42
3.1	Data Sources, Approach and Methodological Limitations	44
3.2	Service Implications of Demographic Change	45
3.2.1	On-Reserve Housing Demand	45
3.2.2	Community Infrastructure (Excluding Housing and Education Facilities)	48
3.2.3	Non-Insured Health Benefits (NIHB)	50
3.2.3.1	Loss of Access to Benefits On Reserve	50
3.2.3.2	Loss of Access to Benefits Off Reserve	52
3.2.4	Elementary and Secondary Education	53
3.2.5	Post-Secondary Education Support Services	55
3.2.6	Services to Children in Care	57
3.2.7	Social Assistance	59
3.3	Summary of Service Implications	61

SECTION 4 Conclusions and Discussion 63

References 65

Appendix A Types of Membership Rules and Summary of Survey Results 67

Table A1 First Nations Membership Survey Interview Schedule 68
Table A2 Membership Rule Classification Developed by Clatworthy and Smith (1992) 69
Table A3 First Nations that Adopted Section 10 Rules but Not Applying the Rule as of January, 2003 70
Table A4 First Nations Which Have Made Membership Rule Amendments by Type of Amendment, as of January, 2003 71
Table A5 First Nations Considering Amendments to Membership Rule Showing Nature of Amendments Being Considered, as of January, 2003 72

Appendix B Projection Sub-Groups by Type 75

Table B1 Projection Sub-Groups Showing Membership Rule Type, Region, Population and Exogamous Parenting Rate (EPR) and 2002 Registered Indian Population 76

Appendix C First Nations Comprising Projection Sub-Groups 81

Table C1 Membership Codes Adopted Under Section 10 of the Indian Act 82

List of Figures

		Page
Figure 1	Estimated Composition of the Population by Membership Eligibility and Indian Registration Entitlement, Canada, 2002	21
Figure 2	Estimated Composition of the On-Reserve Population by Membership Eligibility and Indian Registration Entitlement, Canada, 2002	22
Figure 3	Estimated Composition of the Off-Reserve Population by Membership Eligibility and Indian Registration Entitlement, Canada, 2002	23
Figure 4	Projected On- and Off-Reserve Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, Canada, 2002-2077	26
Figure 5	Projected Share (%) of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, Canada, 2002-2077	27
Figure 6	Projected Population of Survivors and Descendants On Reserve by Membership Eligibility and Indian Registration Entitlement, Canada, 2002-2077	28
Figure 7	Projected Population of Survivors and Descendants Off Reserve by Membership Eligibility and Indian Registration Entitlement, Canada, 2002-2077	29
Figure 8	Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use Indian Act or Equivalent Membership Rules, Canada, 2002-2077	31
Figure 9	Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use Act Equivalent Rules that Exclude those Without Acquired Rights, Canada, 2002-2077	32
Figure 10	Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use One Parent Rules, Canada, 2002-2077	34

Figure 11 Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use One Parent Rules that Exclude those Without Acquired Rights, Canada, 2002-2077 35

Figure 12 Projected On- and Off-Reserve Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use Two Parent Rules, Canada, 2002-2077 37

Figure 13 Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use 50% Blood Quantum Rules, Canada, 2002-2077 38

Figure 14 Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use 25% Blood Quantum Rules, Canada, 2002-2077 40

Figure 15 Incremental On-Reserve Housing Units Required to Supply Projected Household Growth by Registration and Membership Status of Household, Canada, 2002-2027 47

Figure 16 Approximate Capital Cost of Additional On–Reserve Housing Units Needed to Supply Projected Household Growth by Registration and Membership Status of Household, Canada, 2002-2027 48

Figure 17 Capital Cost of On-Reserve Community Infrastructure Required to Support Population Growth by Registration and Membership Status of Household, Canada, 2002-2027 49

Figure 18 Projected Population On Reserve Lacking Entitlement to Indian Registration by Age Group, Canada, 2002-2027 51

Figure 19 Projected Incremental Costs of Providing Comparable NIHB Pharmacy and Dental Services to Non-Registered Descendants Off Reserve, Canada, 2002-2027 52

Figure 20 Projected Growth in Student Enrolment On Reserve by Eligibility for Membership and Indian Registration, Canada, 2003-2027 54

Figure 21 Projected Incremental Costs of Providing Elementary/Secondary Education Services On Reserve by Eligibility for Membership and Indian Registration, Canada, 2003-2027 55

Figure 22 Incremental Level of Post-Secondary Enrolment Required to Maintain Existing Enrolment Rate by Eligibility for Membership and Indian Registration, Canada, 2003-2027 57

Figure 23 Projected Increase in Number of Children in Care On Reserve by Eligibility for Membership and Indian Registration Entitlement, Canada, 2003-2027 58

Figure 24 Projected Incremental Number of Social Assistance Beneficiaries by Eligibility for Membership and Indian Registration, Canada, 2003-2027 60

Figure 25 Projected Incremental Resources Required to Support Social Assistance Beneficiaries by Eligibility for Membership and Indian Registration, Canada, 2003-2027 61

Figure 26 Projected Incremental Resources Required to Support Comparable Service Levels Among Sub-Groups by Eligibility for Membership and Indian Registration, Canada, 2003-2027 62

List of Tables

		Page
Table 1	Summary of First Nations Membership Rules Adopted Since the 1992 Clatworthy/Smith Review	8
Table 2	Distribution of First Nations by Type of Membership Rule and INAC Region, 2002	12
Table 3	First Nations Registered Indian Population by Type of Membership Rule and INAC Region, 2002	13
Table 4	Distribution of First Nations by Membership Code Type and Prevalence of Exogamous Parenting, Canada, 2002	18
Table 5	Possible Population Sub-Groups Associated With Alternative Membership Rules	20
Table 6	Estimated 2002 First Nations Populations by Membership Eligibility, Indian Registration Entitlement and Type of Membership Rule, Canada, 2002	24
Table 7	Distribution (Percent) of Baseline Population by Membership Eligibility, Indian Registration Entitlement and Prevalence of Exogamous Parenting, First Nations Using Two Parent Membership Rules, Canada, 2002	25

Introduction

The 1985 amendments to the Indian Act (Bill C-31) introduced three key changes, including:

- the reinstatement of Registered Indian status to those individuals who had lost their registration through provisions of earlier versions of the Indian Act, and the first time registration of many of their children;

- new rules governing entitlement to Indian registration for all children born after April 16, 1985 (Section 6); and

- the opportunity for individual First Nations to develop and apply their own rules governing First Nations membership (Section 10).

Most of the attention concerning the impacts of the 1985 changes to the Indian Act has been focussed on the reinstatement and registration provisions, which have resulted in substantial increases to the Registered Indian populations of many First Nations. A recent study by Clatworthy (2002a) reveals that as of December 31, 2002, more than 114,000 individuals have been added to the Registered Indian population through these provisions. While the short-term impacts associated with Bill C-31's reinstatement and registration provisions have clearly been substantial, the latter two changes introduced by Bill C-31 have the potential for more significant impacts on First Nations populations and communities in the medium and longer-terms. These impacts emerge from the interplay of the new rules for determining entitlement to Indian registration, the rules adopted by First Nations for determining First Nations membership and the parenting patterns of First Nations populations.

Prior to Bill C-31, the concepts of Registered Indian status and First Nations (Band) membership were equivalent. "Band members" were defined as individuals contained on the Indian Register (or Treaty List) for a given First Nation. Since the adoption of Bill C-31, the Indian Register continues to determine membership only in cases where a First Nation has ***not*** adopted its own membership rule.[1] For First Nations that have adopted membership rules under Section 10 of the 1985 Indian Act, the "Band List" is maintained by the First Nation and is distinct from the Indian Register.[2] ***For many First Nations, the population eligible for membership can differ from that entitled to Indian registration***.

---

[1] For First Nations that did *not* adopt rules under Section 10 of the Indian Act, membership is determined by the rules governing Indian registration. These rules are contained in Section 6 of the 1985 Indian Act and allow for individuals to be registered under one of two sub-sections, including:

Section 6(1) where both of the individual's parents are entitled to Indian registration; and

Section 6(2) where one of the individual's parents is entitled to Indian registration *under Section 6(1)* and the other parent is not registered.

Individuals who have only one Indian parent registered under Section 6(2) do not qualify for Indian registration or First Nations membership.

[2] This is also the case for those First Nations that have established self-government arrangements. The membership rules of self-governing First Nations are not considered in this study.

The distinction between Indian registration and First Nations membership is important, as registration and membership convey different sets of rights, entitlements and benefits. For example, Indian registration guarantees freedom from taxation on reserve, eligibility for post-secondary education support and access to a broad range of health care services provided under Health Canada's Non-Insured Health Benefits (NIHB) program. The Registered Indian population is also the basis for determining financial allocations to First Nations for ***some*** programs and services. Membership, on the other hand, imparts a sense of belonging to a community. It also conveys political rights (including the right to vote in First Nation elections and run for Council), and in many First Nations is a defining criterion for access to a wide range of programs and services administered by the First Nation.

As noted by Clatworthy and Smith (1992), the separation of Indian registration from First Nations membership can result in the fragmentation of First Nations populations into "classes of citizens" with differing rights and entitlements. They further suggest that inequalities associated with these class distinctions may serve as a source of internal conflict in First Nations communities[3] and lead to legal challenges and jurisdictional squabbles among governments over responsibilities for the provision and funding of services to various segments of First Nations populations.

Although clearly important to the future well-being of First Nations communities and populations, the interplay of parenting patterns, the rules governing Indian registration and First Nations membership rules has received little attention in prior research. The most comprehensive previous analysis in this regard remains that of Clatworthy and Smith (1992). Their study examined and classified all of the membership rules adopted by First Nations as of April, 1992, and explored via a series of case study and hypothetical projections, the nature and scale of the longer-term population changes which are expected to occur among First Nations that apply various types of membership rules.[4]

The present study seeks to both revise and extend upon the previous work of Clatworthy and Smith by:

- examining and classifying First Nations membership codes adopted subsequent to their research;

[3] There is some existing evidence of the presence of conflict surrounding First Nations membership issues. Litigation involving citizen challenges to specific provisions of some First Nations membership rules has been undertaken (e.g. Corbierre, Perron, Starlight (Sawridge) and L'Hirondelle (Tsuu T'ina)). Disagreements among citizen groups over membership issues have also been reported in other First Nations contexts (e.g. Buffalo Point and Kahnawake).

[4] Some aspects of the relationship between Indian registration and First Nations membership are also discussed by Wherret (1990) and Smith (1991). Case studies exploring the longer-term populations of the membership rules of specific First Nations have been undertaken by Clatworthy (1991, 1998, 1999, 2001 and 2002b) and by United Anishnaabeg Councils (1999).

- identifying the nature of any changes to First Nations membership rules that have occurred since the time of initial adoption and reclassifying these rules in light of these changes;

- providing current (i.e. 2002) and projected estimates of the populations eligible for First Nations membership and for Indian registration; and

- assessing the implications of expected population changes for service provision to First Nations populations.

SECTION 1 Review of First Nations Membership Rules

To ensure that the projection models developed for this study reflect the ***current*** rules being used for determining First Nations membership, several research activities were undertaken to revise and extend the previous research by Clatworthy and Smith (1992). These activities were focussed on four key sets of questions, including:

- Which First Nations have adopted membership rules under Section 10 of the 1985 Indian Act since April, 1992, and what types of rules have they adopted?

- Are First Nations that have adopted membership rules using these rules and if not, why are they not being used and how is membership being determined for these First Nations?

- Have First Nations undertaken revisions or amendments to their membership rules, and if so, what types of changes have been made?

- Are First Nations currently in the process of reviewing or amending their membership rules, and if so, what types of changes are being examined or considered?

1.1 Membership Rule Features and the Clatworthy/Smith Classification

In their 1992 review, Clatworthy and Smith examined many features of the membership rules adopted by First Nations, including:

- definition of the initial member population (i.e. those who qualify for membership at the time of adoption of the rule);

- the "descent or inheritance rules" by which descendants of the initial member population inherit or qualify for membership in the future;

- additional criteria (limitations or tests) applied to individuals who otherwise qualify based on kinship or descent;

- provisions and conditions related to extending membership to other individuals who do ***not*** qualify for initial membership or do ***not*** qualify on the basis of descent (e.g. spouses, adopted children, transfers from other First Nations); and

- the mechanics associated with implementing the rules, including the nature and responsibilities of decision-making bodies involved in the review and approval/rejection of membership applicants.

Although noting the complexity and variability of the membership rules, their review identified two features which are common to nearly all of the rules examined, including: definitions of the population eligible for initial membership and descent rules which determine how membership eligibility is transferred to future generations. The topology of membership rules developed by Clatworthy and Smith relies heavily on these two central features of the rules. A third feature, identified in many membership rules, was also accommodated in the topology. This feature relates to specific limitations which are placed on descendants, including such factors as the requirement that an individual be eligible for Indian registration or that the individual possesses a minimum blood quantum.

Several features found in some membership rules, although examined in their review, were not incorporated into the topology. These included additional "discretionary" criteria (e.g. cultural/language tests, tests of character, and considerations of context (e.g. reserve residency, availability of community resources)) which are applied to some applicants, provisions and conditions for admitting other "non-descendants", and the mechanics of administering the rules. In this regard, they stress that some of the other features that have not been included in the topology can, depending upon how they are applied, have considerable impact on the population that is accepted into membership. By virtue of their discretionary nature, however, the impacts of these other features cannot be explored formally using projection models.

Using information concerning the nature of the descent rules and other specific limitations placed on descendants, Clatworthy and Smith identified four main types of membership rules adopted under Section 10 of the 1985 Indian Act, including:

- ***Limited One Parent (or Act Equivalent) rules***, where eligibility for membership requires that a person have at least one parent who is a member and that the person also be entitled to Indian registration;

- ***Unlimited One Parent rules***, where eligibility for membership requires that a person have at least one parent who is a member, regardless of the person's entitlement to Indian registration;

- ***Two Parent rules***, where eligibility for membership requires that both parents of the person be members; and

- ***Blood Quantum rules***, where a person's eligibility for membership is determined on the basis of the amount of "Indian blood" that person possesses in relation to a minimum standard.

The four main types of membership rules were further divided by Clatworthy and Smith into sub-groups (22 in total) based on the definition of the population admitted into initial membership (i.e. the rules for determining who qualifies to be part of the original member population). In this regard, the 1985 Indian Act (Sections 10 and 11) establishes specific requirements for the protection of "acquired rights" to membership for certain groups of individuals. These requirements differ depending upon the date on which the membership rule was adopted.

All First Nations that adopted rules under Section 10 before ***June 28, 1987*** were required to admit into membership only specific groups of individuals. These included: 1) all individuals who were (or were eligible to be) included on the Band List and Indian Register at the time of adoption of the revised Act (often referred to as "original" members); 2) individuals who ***reacquired*** (or were eligible to reacquire) registration pursuant to the revised Act and who had been removed from the Indian Register prior to April 16, 1985 as a consequence of their (or their mother's) marriage to a non-Indian male (i.e. those registered under Section 6(1) (c) of the Indian Act); and 3) other individuals both of whose parents were original members and/or reinstated members and who traced descent entirely through these members (some of those registered under Section 6(1) (f) of the Indian Act).

These First Nations, however, could exclude some groups of individuals who acquired or reacquired Indian registration pursuant to the revised Act. Three groups of individuals *could* be excluded, including:

- those who lost their registration prior to 1985 as a consequence of "voluntary enfranchisement" (i.e. those registered under Sections 6(1) (d) or (e) of the Indian Act),

- those who have only one Indian parent registered under Section 6(1) (i.e. those eligible to be registered under Section 6(2) of the Indian Act), and

- those who have two parents entitled to registration but who have only one (or no) parent eligible for membership (i.e. the remainder of those registered under Section 6(1) (f) of the Indian Act).

First Nations which adopted membership rules ***on or after the June 28, 1987*** deadline were required to accept into initial membership ***all*** those who were entitled to be on the Indian Register at that time, including all those registered pursuant to the revised Act (i.e. all Bill C-31 registrants).

Most First Nations adopted membership rules prior to the June 28, 1987 deadline and many elected to exclude specific groups of individuals from initial membership as permitted by the Act. In practice, the largest group of individuals excluded from initial membership were the children of women who lost Indian registration status (under the previous Indian Act) as a consequence of marriages to non-Indians and who were born subsequent to those marriages. Clatworthy and Smith reported that 85 (or roughly 36%) of the 236 First Nations that had adopted membership rules at the time of their review, elected to exclude this group of descendants from initial membership. This included all of the 67 First Nations that adopted two parent rules, six (6) (or 12%) of the 49 First Nations that adopted limited one parent rules and a small number (12 or about 13%) of the 90 First Nations that adopted unlimited one parent rules. In addition, some First Nations that adopted blood quantum rules could also (and did) apply these rules in a fashion which excluded these individuals from initial membership.[5]

The exclusion of this group of individuals (i.e. the children of women who inter-married prior to the 1985 Indian Act) from membership also has important implications for their descendants. Under the terms of most First Nations membership rules, the descendants of these individuals will also not qualify for membership. The failure of the revised Act to guarantee rights to membership for the children of women who were removed from the Indian Register as a consequence of inter-marriage has given rise to claims of "residual" gender discrimination in the 1985 Indian Act and is the basis for several on-going legal challenges.

1.2 Status of Membership Rule Applications and Approvals

All First Nations that propose to establish membership rules pursuant to Section 10 of the Indian Act are required to submit the rules to Indian and Northern Affairs Canada (INAC) for review and approval. As such, the department maintains a record of all rules submitted to and those which have received approval by the department. Departmental data reveal that 311 First Nations had submitted membership rules prior the end of 2002. At that time, 241 (or about 77%) of these rules were identified to have received approval by the department.

---

[5] Most of the First Nations that adopted blood quantum rules, and which contained the specifics for assigning initial blood quanta to the existing population, assigned 100% blood quanta to all individuals eligible to be on the Indian Register prior to April 17, 1985. Individuals who ***reacquired*** registration under Bill -31 (e.g. women who had lost their registration through inter-marriage) were accepted into membership but assigned 50% blood quanta. Children born to these women after losing their registration (i.e. those Bill C-31's registered under Section 6(2)) were assigned 25% blood quanta. Among First Nations using the 50% standard for eligibility, these children would not be eligible for membership. They would be eligible for membership, however, in First Nations using a 25% eligibility standard.

Most (about 90%) of the remaining (non-approved) rules were submitted to the department prior to 1993. Of the 70 non-approved rules, only eight (8) are known to be currently under review by the department. The remaining 62 First Nations, whose rules were not approved, do not appear to have submitted revised rules to the department.

As of December 31, 2002, nine (9) of the 241 First Nations (that were identified to have approved rules) were no longer applying Section 10 membership codes. One (1) First Nation (Wolf Lake), identified by Clatworthy and Smith to have a Section 10 rule, was not contained on the department's list of First Nations with membership rules approved under Section 10. An interview with Wolf Lake's registration administer revealed that the First Nation determines membership according to the Indian Act rules (i.e. Section 6) and has never implemented a Section 10 membership rule. This First Nation may have been included in the Clatworthy and Smith review by mistake.

The remaining eight (8) First Nations now determine membership under alternative legislation. Six (6) of these First Nations are located in the Yukon and have established a legislated (self-government) funding arrangement which includes membership provisions. The other two (2) First Nations are Nisga'a communities whose membership is now based on provisions contained within their self-government agreement.

1.3 Membership Rules Adopted Since the Clatworthy/Smith Review

The task of identifying First Nations that have adopted membership rules since the Clatworthy and Smith review is relatively straightforward. First Nations with membership rules approved since the time of the Clatworthy and Smith study were identified by cross-referencing the department's current list of First Nations with approved rules against the list compiled in 1992 by Clatworthy and Smith. Only five (5) First Nations were identified to have adopted membership rules since the time of the Clatworthy and Smith study. Membership rules for these First Nations were obtained, reviewed and classified according to the criteria established in their earlier study. The results of the review are summarized in Table 1.

Table 1
Summary of First Nations Membership Rules Adopted Since the 1992 Clatworthy/Smith Review

First Nation	Type of Membership Rule (Clatworthy/Smith Topology)
Loon River Cree Nation	One parent rules limited to Indians and including all Registered Indian descendants of members
Cheslatta T'en First Nation	Unlimited one parent rules open to all descendants of original members
Tsawataineuk Indian Band	Unlimited one parent rules open to all descendants of original members
Adams Lake Indian Band	One parent rules limited to Indians and including all Registered Indian descendants of members
Williams Lake Indian Band	One parent rules limited to Indians and including all Registered Indian descendants of members

1.4 Status of Membership Rules and Revisions

There is no requirement under the 1985 Indian Act for First Nations that have adopted membership rules to inform or notify the department of subsequent changes or amendments. As a result, a survey of all First Nations that had adopted membership rules under Section 10 of the Indian Act was undertaken to determine whether approved rules were being applied and to obtain information concerning the nature of any approved or planned amendments to the original rules.[6] Information concerning changes to the status or nature of First Nations membership rules collected via the survey was then used to update the original classification of First Nations by type of membership rule, as presented by Clatworthy and Smith (1992).

The survey questionnaire, which is contained in the report's Appendix A, was administered via telephone over the November 1, 2002 to January 30, 2003 time period to First Nations staff responsible for Indian registration and/or membership. Contact was made with 215 (or

---

[6] Although the 1985 Indian Act does not require membership rule amendments to be filed with the department, the possibility exists that some amendments may have been enacted as by-laws and filed with the department. Only four (4) entries were identified on the department's by-law information system concerning membership. Two (2) of these First Nations had adopted rules under Section 10 of the Indian Act and were interviewed in the course of the study's First Nations Survey. The remaining two (2) First Nations did not adopt rules under Section 10 and have membership governed by the rules of the Indian Act for determining Indian registration (Section 6).

Many (but not all) of the membership rules adopted by First Nations under Section 10 of the Indian Act contained provisions concerning the requirements for subsequent revision or amendment. In most cases, these provisions call for some form of formal ratification (e.g. vote or petition signed) by a majority (in some cases two-thirds or three quarters) of the existing population of members.

93%) of the 232 First Nations that were identified to have current membership rules adopted under Section 10 of the 1985 Indian Act. Interviews were completed for 212 of those contacted (three First Nations declined to be interviewed for the study). Repeated efforts to contact an appropriate staff person for the remaining 17 First Nations were not successful. For these 17 First Nations, contacts with regional INAC staff were made to determine whether they had information about the nature of any changes or activities undertaken by these First Nations in relation to membership. Regional office staff reported that they were unaware of any changes or planned changes to the membership rules adopted by these First Nations.

1.4.1 Use of First Nations Membership Rules

Although a large number of First Nations have adopted membership rules, there has been no systematic research to determine whether these rules are actually being used or applied by individual First Nations. Based on the responses to the survey, a large majority of First Nations that adopted Section 10 rules are applying these rules to determine membership. Of the 212 First Nations for which interviews were completed, only 18 (about 8.5%) reported that they are presently not using a membership rule. This group included 11 First Nations which had adopted unlimited one parent rules, three (3) First Nations that had adopted two parent rules, two (2) that had adopted 50% blood quantum rules and two (2) that had adopted one parent rules that were limited to Registered Indians. Seven (7) of the 18 First Nations that were not applying a membership rule did not identify why their membership rule was not being used. An additional six (6) First Nations reported that their membership rule was presently under review for amendment or revision. Other reasons cited for not using a membership rule included legal challenges and excessive administrative burden associated with applying the rule. One (1) First Nation reported that although approved, the rule had never been implemented.

Among the 18 First Nations not applying their membership rule, seven (7) reported that they were currently using the Indian Act rules (Section 6) for determining membership in their First Nations. Four (4) First Nations reported that all decisions concerning membership were being made by Chief and Council. Another four (4) First Nations reported that a moratorium was in place concerning membership. Two (2) First Nations indicated that membership was being based on family or community sponsorship. One (1) First Nation did not reveal the current basis for determining membership.

Table A3 in the report's Appendix A summarizes the status of membership for those First Nations which indicated that an approved Section 10 membership rule was not presently being used.

1.4.2 Revisions or Amendments to First Nations Membership Rules

Results of the First Nations survey clearly indicate that most First Nations are making efforts to implement their own membership rules. Further evidence of this is also provided by survey information concerning First Nations that had undertaken amendments or revisions to their original membership rule.

As of January 31, 2003, 31 First Nations reported that they had made amendments to their original membership rule. Respondents for six (6) of these First Nations either refused to specify or were unsure of the nature of changes made. Rule amendments for all but six (6) of the remaining 25 First Nations dealt with minor aspects of the rules and would appear to have little impact on membership eligibility. These included 13 First Nations that revised various aspects of the administrative process (e.g. documentation and forms required, addition of decision-making rules and bodies, and clarification of discretionary criteria), and six (6) First Nations that added or clarified rules concerning transfers (in and out) and/or children adopted by members.

More substantive amendments were reported for six (6) First Nations, including two (2) that had made changes to the underlying descent provisions of the rule (i.e. the type of code). Both of these First Nations were originally identified to be using restrictive two-parent rules. One reported a change to the descent provisions governing Indian registration (i.e. Section 6 of the 1985 Indian Act). The other reported a change to the more inclusive descent provisions of a one parent rules. In both cases, the expected effects of these changes would be to allow for a larger segment of future descendants to qualify for membership.

Two (2) other First Nations, that had initially adopted rules which excluded the Section 6(2) descendants of women who inter-married prior to the 1985 Indian Act amendments, reported changes that extended initial membership eligibility to all Bill C-31 registrants, including this group of descendants. In the future, membership eligibility would also be extended to some of the descendants of this group.

Other substantive changes were identified for one (1) First Nation that removed on-reserve residency requirements for membership and one (1) that extended spousal eligibility for membership to include common-law partners of members.[7] As a consequence of these changes, additional descendants would also be expected to qualify for membership.

Table A4, in the report's Appendix A provides a summary of the general nature of changes which were identified by First Nations that reported rule amendments.

---

[7] The extension of membership eligibility to common-law partners is especially important within the context of more restrictive membership rules such as two-parent rules. Under such rules, if a common-law partner is deemed to be ***ineligible*** for membership, then all descendants of that union would also be denied eligibility for membership.

1.4.3 First Nations Considering Changes to Membership Rules

As part of the survey, respondents were also asked to indicate whether their First Nation was actively considering changes or revisions to its membership rule and, if so, to describe the nature of these changes. Respondents for 86 First Nations reported that their First Nations were actively considering changes to their membership rules. Thirty-three (33) of these respondents, however, did not provide specifics on the nature of the changes being explored. Among the remaining 53 First Nations, 26 of the respondents reported changes that were considered to be major and would impact on significant numbers of individuals. Six (6) of these 26 respondents specifically noted that fundamental changes to the descent provisions of their rule were being assessed. In the case of two First Nations, the proposed amendments involve lowering the blood quantum standard from 50% to 25%. This would have the effect of extending the initial membership to all Bill C-31 registrants, including those whose rights to membership prior to June 28, 1987 were not protected under the Indian Act (e.g. the Section 6(2), children of women who inter-married). An amendment to extend membership eligibility to all Bill C-31 registrants was reported by one (1) other First Nation.

Three (3) First Nations reported that they were considering changes to the ***type*** of descent rule used. These included: one (1) First Nation that was considering a shift from a 25% blood quantum rule to an unlimited one parent rules; one (1) that was considering a shift from a two-parent rule to a rule equivalent to the Indian Act: and one (1) that was considering a change from an Indian Act equivalent rule to an unlimited one parent rules. All of these proposed changes have the potential to extend membership eligibility to additional groups of descendants in the future, including the descendants of Bill C-31 registrants and the descendants of those registered under Section 6(2).

Fifteen (15) First Nations reported that revisions to their rule were being considered in relation to transfers and nine (9) reported proposed changes to administrative procedures. Smaller numbers of First Nations indicated revisions to extend membership (and voting rights) to off-reserve populations (3 First Nations), minor changes to eligibility affecting small numbers of individuals (3 First Nations), and rules pertaining to children adopted by members (2 First Nations). Table A5 in the report's Appendix A summarizes the proposed changes which were reported to be under consideration by individual First Nations.

1.5 Revised Summary of First Nations by Type of Membership Rule

Based on the findings of this component of the study, it is possible to re-assign First Nations which have made changes to their membership rules according to the membership rule categories developed by Clatworthy and Smith.

Table 2 identifies the revised distribution of First Nations by type of membership rule and province/region. As revealed in the table, membership in most First Nations (377 or about 62%) is determined by the rules governing Indian registration (Section 6 of the 1985 Indian Act). In addition to these First Nations, which did not adopt their own membership rules, 58

First Nations are currently applying rules which are equivalent to the Indian Act rules. These First Nations account for about 10% of all First Nations. The remaining 174 First Nations are applying rules which differ significantly from the rules of governing Indian registration. These include 84 First Nations (about 14%) using unlimited one parent rules, 64 First Nations (about 11%) using two parent rules, and 26 First Nations (about 4%) using blood quantum rules. A summary of the Registered Indian populations associated with First Nations using the various types of membership rules is provided in Table 3.

Table 2
Distribution of First Nations by Type of Membership Rule and INAC Region, 2002

Region	Section 10 First Nations				Indian Act	All Types
	One Parent	Act Equivalent	Blood Quantum	Two Parent		
Atlantic Region	4	2	0	5	22	33
Quebec	2	1	0	0	27	30
Ontario	18	12	13	10	85	138
Manitoba	8	10	2	0	42	62
Saskatchewan	6	0	1	23	40	70
Alberta	9	13	6	3	15	46
British Columbia	34	19	3	23	115	194
Yukon	2	1	1	0	6	10
Northwest Territories	1	0	0	0	25	26
All Regions	**84**	**58**	**26**	**64**	**377**	**609**
% of First Nations	**13.8**	**9.5**	**4.3**	**10.5**	**61.9**	**100.0**

Source: Clatworthy and Smith (1992) revised on the basis of the survey conducted for this study.
Notes: The total of 609 First Nations excludes 19 First Nations whose membership is determined through (self-government) legislation other than the Indian Act. These 19 First Nations have not been included in this study.

Table 3
First Nations Registered Indian Population by Type of Membership Rule and INAC Region, 2002

Region	Section 10 First Nations				Indian Act	All Types
	One Parent	Act Equivalent	Blood Quantum	Two Parent		
Atlantic Region	2,598	566	0	6,111	20,261	29,536
Quebec	986	506	0	0	51,601	53,093
Ontario	25,080	12,149	13,058	9,068	109,745	169,100
Manitoba	18,471	15,345	12,604	0	70,244	116,664
Saskatchewan	7,748	0	925	30,430	76,147	115,250
Alberta	10,086	20,232	22,717	5,142	34,461	92,638
British Columbia	22,174	8,577	5,067	11,953	65,032	112,803
Yukon	1,229	139	379	0	3,255	5,002
Northwest Territories	1,316	0	0	0	14,499	15,815
All Regions	**89,688**	**57,514**	**54,750**	**62,704**	**445,245**	**709,901**
% of First Nations	**12.6**	**8.1**	**7.7**	**8.8**	**62.7**	**100.0**

Source: Derived from the December 31, 2002 Indian Register.

1.6 Summary of the Main Findings of the Review of Membership Rules

Results of this component of the research suggest that few First Nations have submitted or received approval for membership rules under Section 10 of the 1985 Indian Act since the time of the study conducted by Clatworthy and Smith. Five (5) new First Nations rules were identified. Three (3) of these rules can be classified as one parent rules that also limit membership to Registered Indians. With respect to both descent provisions and the population of original members, these rules are equivalent to the Indian Act. The other two (2) First Nations adopted "open" rules which extend membership to all descendants, regardless of their Indian registration status and include all those entitled to Indian registration as original members (i.e. unlimited one parent rules).

Results of the study's survey of First Nations clearly reveal that most (about 90% of the) First Nations that have adopted Section 10 rules are using these rules as the basis for determining membership in their First Nation. Several First Nations have made amendments to their original rule. Most of these amendments appear to have been made in an effort to facilitate implementation or to address issues (such as transfers and adoptions) which were

not dealt with in their initial rule. That many amendments have occurred is not surprising in light of the fact that many rules appear to have been drafted hastily in order to meet the time constraint imposed by the June 28th, 1987 deadline contained in the 1985 Indian Act.[8] Although a relatively small number of First Nations have undertaken substantial revisions to their rules, in most cases, these First Nations have amended their rules to extend membership to groups of individuals that were excluded by provisions of their original rules, including off-reserve residents and the Section 6(2) children of women who lost their registration through inter-marriage.

Many more First Nations (more than one-third of all those that have adopted rules) are currently in the process of considering membership rule amendments. Again, most of these considerations appear to be focussed on administrative and implementation issues, although several First Nations appear to be considering more fundamental changes that would have quite significant impacts on the current and future populations which qualify for First Nations membership. Although not explored formally in this study, some of the First Nations that are undertaking major reviews of their membership rules are known to be involved in self-government negotiations. As citizenship (or membership) represents a critical element of self-government, many First Nations are likely to re-examine membership issues as part of the process of self-government negotiations.

The nature of both the Indian Act rules for membership and those adopted by many First Nations raise issues of gender equality. In the case of First Nations that employ Indian Act rules for membership, the issue flows from the differential assignment of Section 6 registration status to children born to mixed (i.e. Indian/non-Indian) parents prior to the 1985 amendments to the Indian Act. Children born to Indian males and non-Indian females were granted entitlement to registration under Section 6(1). These individuals have the ability to pass entitlement to both Indian registration and First Nations membership to their descendants. Children born to Indian females and non-Indian males, however, were granted registration entitlement under Section 6(2) and can pass entitlement to Indian registration and First Nations membership to their children only if the other parent is also a Registered Indian. Exogamous parenting by these individuals extinguishes entitlement to both registration and membership for descendants.

For First Nations that adopted membership rules under Section 10 of the 1985 Indian Act prior to June 28, 1987, rights to First Nations membership for those registered under Section 6(2) were not protected. Many (more than 80) First Nations elected to exclude this group from initial membership resulting in a population of Registered Indians who lack the benefits and privileges of First Nations membership. Within the context of the membership rules adopted by these First Nations, the descendants of these individuals will also be ineligible for membership.

---

[8] Clatworthy and Smith found that 81% of the rules adopted at the time of their study were passed in June of 1987 and 72% in the 12 day period preceding the June 28, 1987 deadline.

SECTION 2 Projecting the Populations Eligible for Indian Registration and First Nations Membership

As noted in the introduction, the Clatworthy and Smith study contained a series of hypothetical and case study projections which were intended to illustrate the nature and scale of the impacts of various types of membership rules on the future populations of First Nations. This section of the report discusses the results from a new series of projection models which estimate the future population ***eligible*** for First Nations membership and for Indian registration. The projections span a 75-year period (2003 to 2077), which can be roughly interpreted as three generations into the future.

It should be noted that the projections reported in this study focus on the population that is eligible for membership by virtue of satisfying the descent or inheritance requirements of First Nations membership rules and (if applicable) other limiting conditions such as entitlement to Indian registration. As noted earlier, other discretionary factors may also be applied to some groups of individuals and be important in determining the population that actually acquires membership. As these discretionary provisions generally have the ability to exclude some individuals from membership, the actual population of First Nation members is likely to be smaller than the population eligible for membership.[9]

2.1 The Projection Approach and Methodology

Resources for this study did not allow for projections to be developed for each individual First Nation whose membership is regulated under the Indian Act legislation.[10] The projections have been carried out for reasonably small groups of First Nations which display similarity in terms of the key factors which are expected to influence their future populations. These factors include ***the type of membership rule in use***, ***the rate of exogamous (i.e. Indian/non-Indian) parenting*** (also referred to as inter-marriage), and ***regional location***.

---

[9] In addition to discretionary provisions, other factors are likely to influence the actual population of First Nations members. For example, membership in most First Nations is not automatically granted upon birth and individuals are required to apply to become members. Some individuals, who meet all of the conditions necessary to become members, may not apply to become members for many reasons.

[10] The scope of the research reported in this study includes all First Nations whose membership is governed by the 1985 Indian Act. This includes the 232 First Nations that adopted their own rules under Section 10 of the Indian Act, as well as 377 First Nations that did not adopt Section 10 codes and whose membership is determined by the rules governing Indian registration (Section 6 of the 1985 Indian Act). For purposes of the study, the First Nations which comprise the Six (6) Nations were grouped into one (1) (as they employ the same membership criteria). Similarly, the three "Stoney" First Nations were also grouped into one. This results in 593 First Nations considered in the projections developed for this study.

2.2 Developing First Nations Projection Groups

The three key criteria identified above have been used as the basis for assigning individual First Nations into sub-groups to support the projections. A brief discussion of the grouping methodology is provided below.

2.2.1 Type of Membership Rule

As noted in the previous section of this report, the key distinguishing features of First Nations membership rules are: (1) the type of descent rule; (2) the rules governing the population of initial members; and (3) specific limitations applied to those who otherwise qualify for membership on the basis of descent.[11] Based on these three features, individual First Nations can be assigned into one (1) of seven (7) membership rule sub-groups. The revised membership rule information discussed in the previous section of the report has been used for purposes of the grouping exercise. These sub-groups include First Nations that use:

- Indian Act or Act Equivalent descent rules which also extend initial membership to all registered individuals (413 First Nations);
- Act Equivalent (Limited One Parent) descent rules which restrict initial membership to those with acquired rights as of June 27, 1987 (6 First Nations);
- Unlimited One Parent descent rules which also extend initial membership to all registered individuals (72 First Nations);
- Unlimited One Parent descent rules which restrict initial membership to those with acquired rights as of June 27, 1987 (12 First Nations);
- Two Parent descent rules which restrict initial membership to those with acquired rights as of June 27, 1987 (64 First Nations);
- 50% Blood Quantum rules (22 First Nations); and
- 25% Blood Quantum rules (4 First Nations).

[11] It is useful to remind readers that these are not the only criteria that influence membership. Many codes also contain discretionary factors (e.g. language abilities, cultural tests, etc.). By their nature, these factors cannot be incorporated into the projections. As a rule, these factors have the potential to further restrict membership.

2.2.2 Rates of Exogamous (Indian/Non-Indian) Parenting

Prior research on the population implications of the rules governing entitlement to Indian registration (contained in Section 6 of the 1985 Indian Act) and First Nations membership rules has clearly revealed that the rate of exogamous parenting (i.e. parenting between Indians and non-Indians) will greatly influence the size and composition of future First Nations populations. Procedures developed by Clatworthy and Smith (1992) and Clatworthy (2001) and data contained on the December 31, 2002 Indian Register have been used to estimate rates of exogamous parenting during the 1985-1996 period for individual First Nations populations.[12] Although rates have been developed for the combined, as well as on- and off-reserve populations, the combined population estimates have been used to assign First Nations to sub-groups based on the prevalence of exogamous parenting. Five (5) categories have been used to differentiate First Nations according to the prevalence of exogamous parenting, as summarized below:

- ***Low***, where the estimated prevalence of exogamous parenting is below 20% (25 First Nations);
- ***Moderately Low***, where the estimated prevalence of exogamous parenting ranges from 20 to 39.9% (111 First Nations);
- ***Moderate***, where the estimated prevalence of exogamous parenting ranges from 40 to 59.9% (246 First Nations);
- ***Moderately High***, where the estimated prevalence of exogamous parenting ranges from 60 to 79.9% (162 First Nations); and
- ***High***, where the estimated prevalence of exogamous parenting is 80% or more (49 First Nations).

Cross-referencing the seven (7) types of membership rules by five (5) categories measuring prevalence of exogamous parenting creates 35 possible sub-groups of First Nations at the national level. The distribution of First Nations across these sub-groups is identified in Table 4.

[12] Although based on the 2002 Indian Register, estimates of Indian/non-Indian parenting have excluded children born during the 1997-2002 time period to minimize error associated with late-reported births.

Table 4
Distribution of First Nations by Membership Code Type and Prevalence of Exogamous Parenting, Canada, 2002

Membership Rule Type	Estimated Prevalence of Exogamous Parenting					
	Low	Moderately Low	Moderate	Moderately High	High	Total
Indian Act or Equivalent	20	69	171	110	43	413
Act Equivalent but Excluding those Without "Acquired" Rights as of June 28,1987	0	0	3	3	0	6
Unlimited One Parent Rules	0	15	30	23	4	72
Unlimited One Parent Rules but Excluding those Without "Acquired" Rights as of June 28,1987	1	2	2	5	2	12
Two Parent Rules	4	14	32	14	0	64
50% Blood Quantum Rules	0	9	8	5	0	22
25% Blood Quantum Rules	0	2	0	2	0	4
Total All Types	**25**	**111**	**246**	**162**	**49**	**593**

2.2.3 Regional Projection Groups

As the age-specific fertility and mortality parameters developed for the projection models have been constructed at the regional level, it was necessary to further sub-divide groups of First Nations by region.[13] For purposes of constructing regional sub-groups, the Yukon and Northwest Territories have been grouped to form a Northern Canada region. Similarly, First Nations in Newfoundland/Labrador, Prince Edward Island, New Brunswick and Nova Scotia were aggregated to form an Atlantic region. Adding the regional-level of detail to the projections results in 93 discrete First Nation sub-groups which differ by membership rule type, rate of exogamous parenting and regional location. Appendix B identifies these sub-groups and their main characteristics. Individual First Nations comprising each sub-group are identified in the report's Appendix C.

2.3 Main Features of the Projection Models

The study's projections derive from a series of cohort-survival models which have been customized to incorporate not only the standard features of fertility, aging, and mortality, but also the following features: membership and Section 6 Indian registration composition of the population, future population additions through Bill C-31, rates of exogamous parenting

[13] Structuring the projection sub-groups by region also allows for the projection results to be aggregated to the regional level.

(inter-marriage), and assignment rules for allocating future children (births) to membership, Indian registration, and (in the case of blood quantum rules) blood quantum categories. The baseline populations and key parameters of the projections (i.e. fertility, mortality, future Bill C-31 additions, rates of exogamous parenting and assignment rules) have been configured to reflect the specific circumstances of each of the 93 sub-groups of First Nations. Separate projection models were also configured for the populations residing on and off reserve.

Projections for each of the First Nations sub-groups share a number of common assumptions, including:

- moderate declines in the fertility rate over time to a level roughly comparable to that of the current Canadian population;
- moderate declines in the mortality rate over time to a level where First Nations survival rates reach the current levels of the Canadian population; and
- stable rates of exogamous (Indian/non-Indian) parenting at levels measured for the 1985-1996 time period.

2.3.1 Structure of the Baseline (2002) Population

The baseline population used in the projections differentiates individuals by age group (5-year age cohorts), location (on/off reserve), Section 6 registry category (i.e. Section 6(1) or 6(2)), membership eligibility status (member/non-member), and (in the case of the blood quantum projection models) blood quanta.

Data concerning the actual membership status of individuals comprising First Nations populations that adopted rules under Section 10 of the Indian Act were not available to this study. As discussed by Clatworthy and Smith (1992), data contained on the Indian Register concerning Section 6 registry status, Bill C-31 registration status and date of birth can be used to develop quite reasonable estimates of the membership eligibility status of the current populations of First Nations that use different types of membership rules.

Depending upon the type of membership rule, the baseline population of First Nations may contain the following population sub-groups:

- individuals registered under Section 6(1) who are also eligible for membership (**Section 6(1) Members**);
- individuals registered under Section 6(1) who are ***not*** eligible for membership (**Section 6(1) Non-Members**);

- individuals registered under Section 6(2) who are also eligible for membership (**Section 6(2) Members**);
- individuals registered under Section 6(2) who are ***not*** eligible for membership (**Section 6(2) Non-Members**);
- individuals who are not entitled to Indian registration but who are eligible for membership (**Non-Registered Members**); and
- individuals who are neither entitled to Indian registration nor eligible for membership (**Non-Registered Non-Members**).

Not all of these population sub-groups apply within the context of all membership rules. Possible sub-groups associated with each type of membership rule are identified in Table 5.

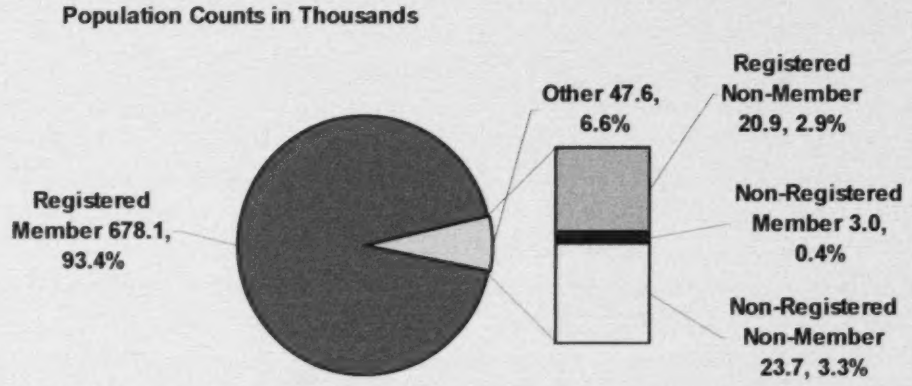
Table 5
Possible Population Sub-Groups Associated With Alternative Membership Rules

Membership Code	Population Sub-Group					
	Section 6(1) Member	Section 6(1) Non-Member	Section 6(2) Member	Section 6(2) Non-Member	Non-Registered Member	Non-Registered Non-Member
Indian Act or Act	X		X			X
Act Equivalent, Excluding those Without Acquired Rights as of June 28,1987	X	X	X	X		X
One Parent Rules	X		X		X	
One Parent, Excluding those Without Acquired Rights as of June 28,1987	X	X	X	X	X	X
Two Parent Rules	X	X		X		X
50% Blood Quantum	X		X	X		X
25% Blood Quantum	X		X	X	X	X

2.3.2 Baseline Composition of the National Population

Data contained on the Indian Register (adjusted for late reported births and deaths and non-entitled descendants) have been used to estimate the baseline population. As of December 31, 2002, the total First Nations population (aggregated across all 93 projection sub-groups) was estimated to number 725,698 individuals. Figure 1 displays the composition of the national baseline population by membership eligibility status and Indian registration entitlement.[14]

Figure 1
Estimated Composition of the Population by Membership Eligibility and Indian Registration Entitlement, Canada, 2002



Source: Estimated from the December 31, 2002 Indian Register.

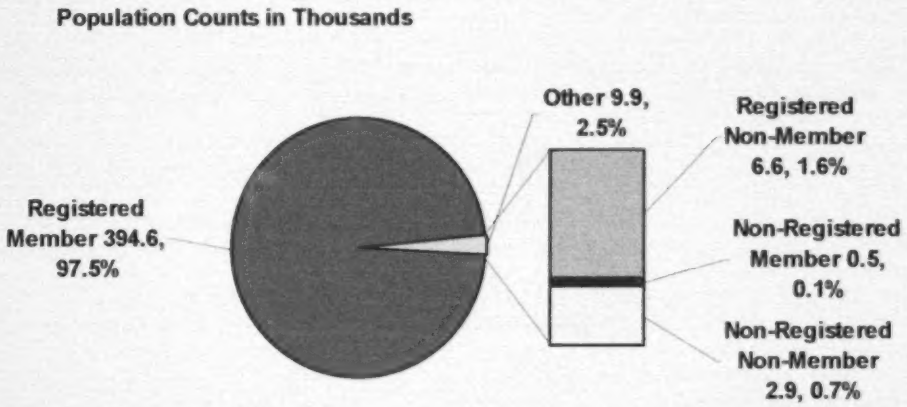
As revealed in the figure, individuals who were eligible for First Nations membership and entitled to Indian registration (i.e. Registered Members) formed a substantial majority of the population (about 93.4%). Individuals who lacked both membership eligibility and Indian registration entitlement (i.e. Non-Registered Non-Members) formed the second largest group and were estimated to number about 23,700 (about 3.3% of the total population). Individuals entitled to Indian registration but not eligible for membership (i.e. Registered Non-Members) numbered about 21,000 and formed about 2.9% of the total population. A

[14] The baseline populations used in the projections also differentiate the Registered Indian population by Section 6 registry. To simplify presentation of the findings, this level of detail has not been included in this section of the report.

comparatively small population (about 3,000 individuals or 0.4% of the total) were estimated to lack entitlement to Indian registration but were eligible for First Nations membership.

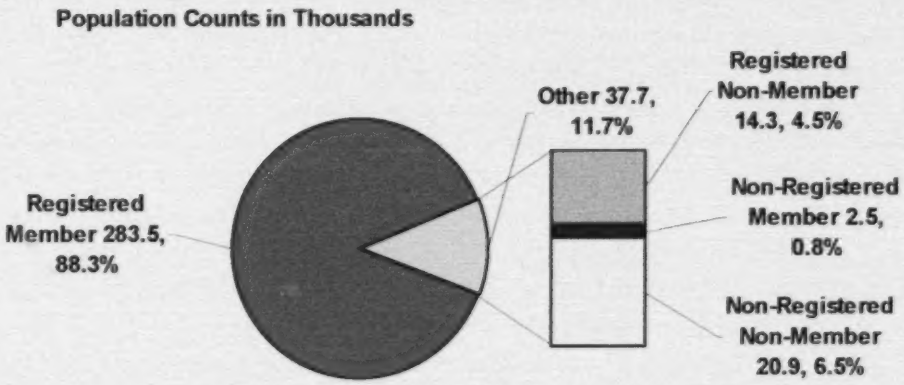
As illustrated in Figures 2 and 3, the baseline population differs sharply on and off reserve. Registered Members accounted for 97.5% of the population living on reserve. An additional 6,600 individuals (about 1.6% of the total) living on reserve were entitled to registration, but lacked eligibility for membership. Non-registered individuals on reserve numbered about 3,400 (about 0.8% of the total). Most non-registered individuals (about 2,900) were also not eligible for membership.

Figure 2
Estimated Composition of the On-Reserve Population by Membership Eligibility and Indian Registration Entitlement, Canada, 2002



Source: Estimated from the December 31, 2002 Indian Register.

Figure 3
Estimated Composition of the Off-Reserve Population by Membership Eligibility and Indian Registration Entitlement, Canada, 2002



Source: Estimated from the December 31, 2002 Indian Register.

In comparison with the population living on reserve, a much smaller majority of the off-reserve population was identified to be Registered Members (88.3%). Non-registered individuals formed about 7.3% of the population off reserve. Most of these individuals were also not eligible for First Nations membership. About 14,300 off-reserve residents were entitled to Indian registration but lacked eligibility for First Nations membership. This population group (i.e. Registered Non-Members) accounted for about 4.5% of the total population living off reserve.

2.3.3 Baseline Population Composition by Type of Membership Rule

As expected, large differences exist in the composition of the baseline populations among groups of First Nations that use different membership rules. Table 6 provides estimates of the membership eligibility and Indian registration sub-groups comprising the 2002 baseline populations for First Nations by type of membership rule. As revealed in the table, Registered Members form the largest component of the First Nations population associated with each of the main groups of membership rules.

Table 6
Estimated 2002 First Nations Populations by Membership Eligibility, Indian Registration Entitlement and Type of Membership Rule, Canada, 2002

Type of Membership Rule	Population (000's)				
	Registered Member	Registered Non-Member	Non-Registered Member	Non-Registered Non-Member	Total Population
Indian Act or Equivalent	488.73	0.00	0.00	19.18	**507.91**
Act Equivalent Excluding those Without Acquired Rights as of June 28,1987	4.74	0.99	0.00	0.30	**6.03**
One Parent Rules	74.60	0.00	2.79	0.00	**77.39**
One Parent Excluding those Without Acquired Rights as of June 28,1987	10.62	1.88	0.01	0.57	**13.09**
Two Parent Rules	45.17	17.51	0.00	2.13	**64.80**
50% Blood Quantum	45.81	0.55	0.00	1.55	**47.91**
25% Blood Quantum	8.39	0.00	0.18	0.00	**8.57**
All Types of Rules	**678.06**	**20.92**	**2.98**	**23.73**	**725.70**

Source: Estimated from the December 31, 2002 Indian Register.

Significant numbers of individuals who were entitled to Indian registration but ineligible for First Nations membership (i.e. Registered Non-Members), were common only among First Nations using two parent rules and one parent rules that excluded from initial membership individuals whose rights to membership were not protected under the Indian Act prior to June 28, 1987. Non-registered descendants who also lacked eligibility for membership (i.e. Non-Registered Non-Members) were common among First Nations using all types of rules except one parent and 25% blood quantum rules. Significant numbers of individuals who lacked entitlement to Indian registration but who met the conditions for First Nations membership (i.e. Non-Registered Members) were common only among First Nations using one parent membership rules.

Most of the roughly 45,000 individuals who were ineligible for First Nations membership form one of two sub-groups: the Section 6(2) children born to women who inter-married (and lost their registration status under the prior Indian Act) and the descendants of these children.

Data aggregated to the national level mask quite large variations in the population composition of First Nations that use the same type of membership rule. In general, First Nations which experience higher rates of exogamous parenting have populations where those who are entitled to Indian registration, as well as eligible for membership (i.e. Registered Members) form a smaller segment of the population. This can be illustrated by

comparing the baseline population estimates of three groups of First Nations which determine membership according to two parent rules but which have quite different rates of exogamous parenting (low, moderate and high). The population structures of these First Nations groups (expressed as percentages of the total population) are presented in Table 7 below.

Table 7
Distribution (Percent) of Baseline Population by Membership Eligibility, Indian Registration Entitlement and Prevalence of Exogamous Parenting, First Nations Using Two Parent Membership Rules, Canada, 2002

Population Sub-Group	Percent of Population		
	Prevalence of Exogamous Parenting		
	Low (31.5)	Moderate (49.1)	High (70.6)
Registered Members	80.4	64.7	49.9
Registered Non-Members	18.4	32.0	40.5
Non-Registered Members	0.0	0.0	0.0
Non-Registered Non-Members	1.2	3.3	9.6

Source: Estimated from the December 31, 2002 Indian Register.

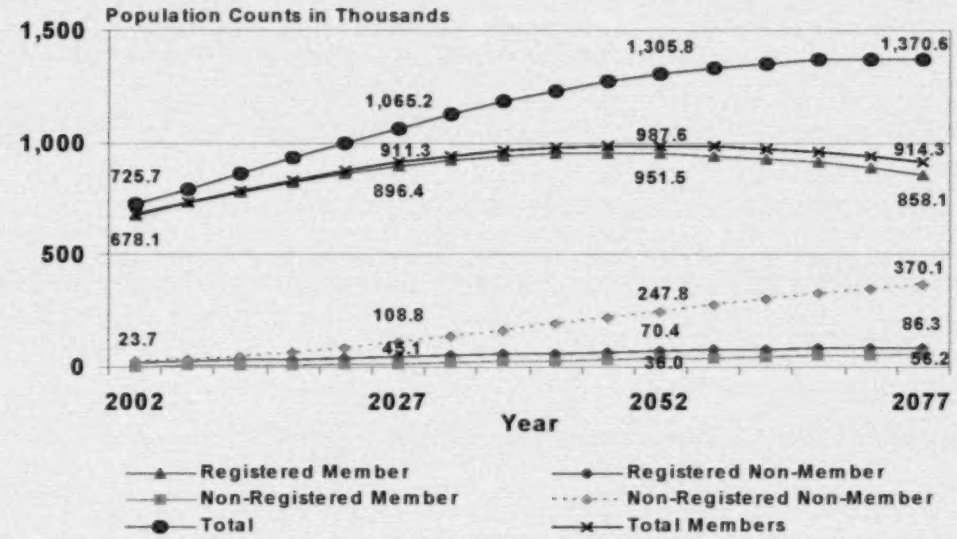
2.4 Summary of Projection Results

To simplify the presentation of findings, the results from the individual sub-group projections have been aggregated to the national level, as well as for the seven (7) main types of membership rules considered in this study. Projection results aggregated to the national level are presented for the combined, as well as on- and off-reserve contexts. Projection results for First Nations using the various types of membership rules are presented for the combined on- and off-reserve populations only.

2.4.1 National Estimates by Location On and Off Reserve

Figure 4 presents the projected estimates for the combined on- and off-reserve population at the national level by membership eligibility and Indian registration sub-group. The total population (i.e. all survivors and their descendants) is projected to increase throughout most of the 75-year time period reaching a maximum of about 1.371 million (in year 2077). The population eligible for First Nations membership is projected to rise over the initial 50-year period reaching about 987,600 individuals in year 2052. This population is projected to decline to about 914,300 individuals by year 2077.

Figure 4
Projected On- and Off-Reserve Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, Canada, 2002-2077



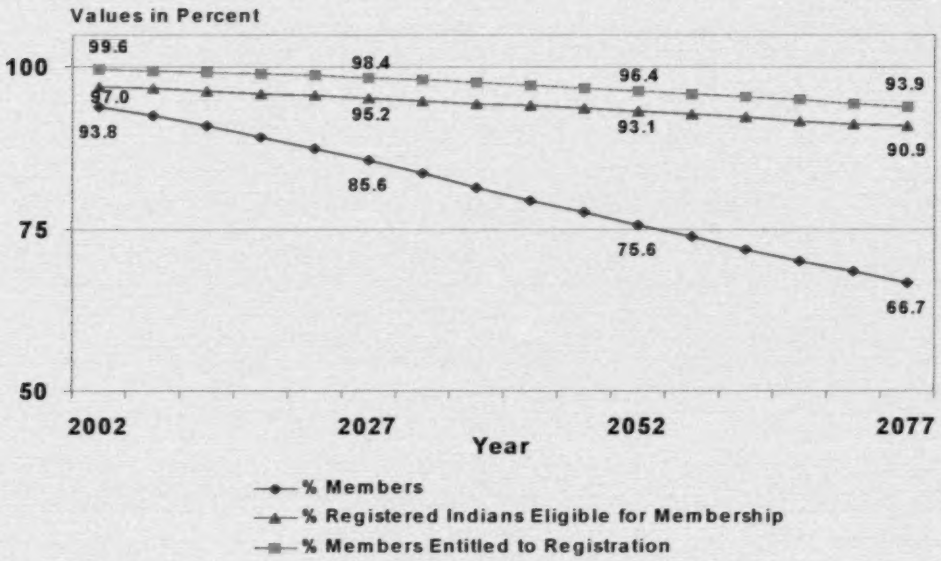
Source: Custom projections based on the December 31, 2002 Indian Register.

Individuals who are entitled to Indian registration and eligible for First Nations membership (i.e. Registered Members) are expected to form a majority of the total population throughout the projection period. This population is expected to grow over the initial 45 year period to about 955,000, but decline to about 858,100 within 75 years. The population eligible for First Nations membership is expected to include a growing number of individuals who do not meet the requirements for Indian registration. This segment of the population, which is estimated to total only about 3,000 individuals in 2002, is projected to increase throughout the period to about 56,200 within 75 years. The population that does not qualify for First Nations membership is expected to increase throughout the entire time period from the current level of 44,600 to 456,400 individuals within 75 years. Although individuals who are not entitled to Indian registration are projected to form a large majority of those ineligible for membership, the population ineligible for membership is also projected to include a growing number of individuals who qualify for Indian registration (i.e. Registered Non-Members). This latter group is expected to grow from about 20,900 individuals (in 2002) to about 45,100 individuals within 25 years and to about 86,300 individuals within 75 years.

Figure 5 illustrates some of the main changes which are projected to occur in the composition of the population over the time period. As revealed in the figure, the share of the total population that is projected to be eligible for First Nations membership is expected to fall throughout the period from about 93.8% (in 2002) to about 66.7% within 75 years.

Although a declining share of the total population is expected to qualify for membership, Registered Indians are projected to form a large majority of the member-eligible population throughout the 75 year period. In 2002, nearly all (99.6%) of the estimated population eligible for membership was also entitled to Indian registration. The share of members entitled to Indian registration is projected to decline modestly over the projection period to about 93.9% in year 2077.

Figure 5
Projected Share (%) of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, Canada, 2002-2077

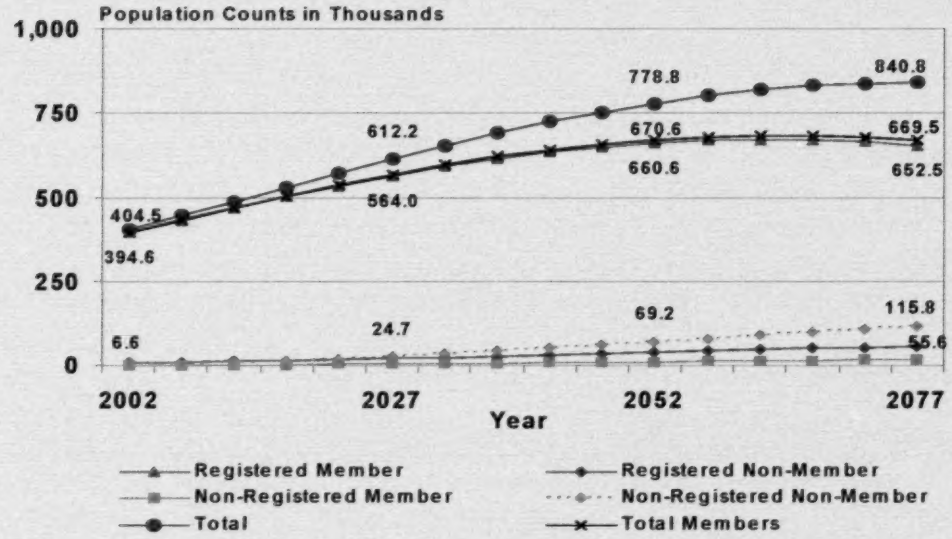


Source: Custom projections based on the December 31, 2002 Indian Register.

The projections also suggest that a sizable majority of the future population entitled to Indian registration will continue to be eligible for First Nations membership. The share of Registered Indians eligible for membership, however, is expected to fall throughout the projection period. Within 75 years about 1 in every 10 individuals who are entitled to registration is expected to lack membership eligibility.

Population changes at the national level are expected to be quite different on and off reserve. Population estimates for the context on reserve are presented in Figure 6.

Figure 6
Projected Population of Survivors and Descendants On Reserve by Membership Eligibility and Indian Registration Entitlement, Canada, 2002-2077



Source: Custom projections based on the December 31, 2002 Indian Register.

Growth in the total population of survivors and descendants is projected to occur on reserve throughout the entire projection period. The total population is expected to reach about 840,800 individuals within 75 years. Rates of growth on reserve, however, are expected to fall throughout the period and approach zero near the end of the period. The population eligible for First Nations membership is projected to increase for about 60 years peaking at about 688,700 in year 2062. A small decline in the population eligible for membership is projected to occur over the remainder of the period.

A large majority of the population eligible for membership on reserve is also expected to qualify for Indian registration. This population group is expected to grow for about 60 years reaching about 670,900 in year 2062. This segment of the population is projected to decline gradually thereafter, and number about 652,500 within 75 years.

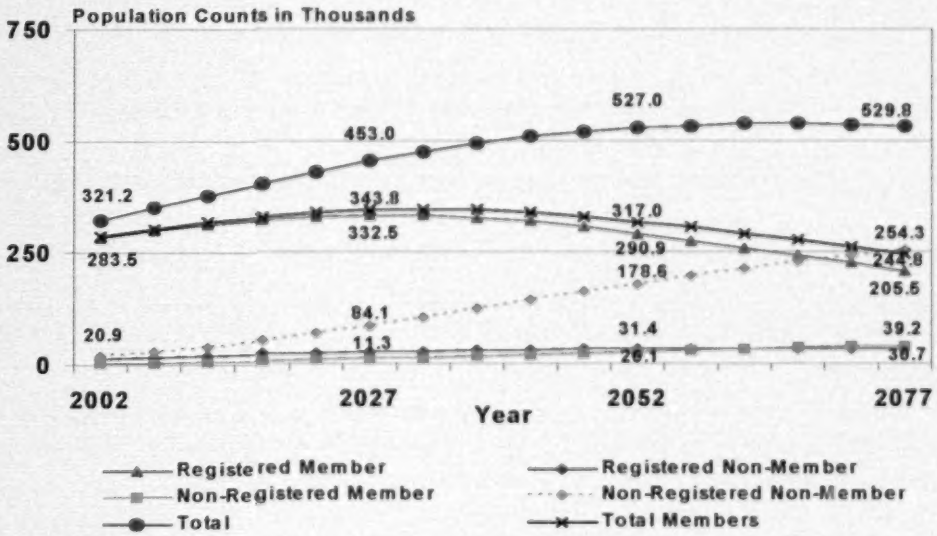
Growth in the on-reserve population ineligible for First Nations membership is expected to occur throughout the projection period. The ineligible population, which is currently estimated at about 9,500 individuals, is projected to increase to about 44,700 within 25 years and to about 171,300 within 75 years. Although most of those ineligible for membership are also expected to lack entitlement to Indian registration, the Registered Indian component of those lacking eligibility for membership is expected to increase sharply

over the period. In 2002, the on-reserve population of Registered Indians not eligible for membership was estimated to number about 6,000 individuals. This group is expected to increase to about 20,000 individuals over the next 25 years and to about 55,600 within 75 years.

Growth is also expected over the period in the on-reserve population that is eligible for membership but not entitled to Indian registration (i.e. Non-Registered Members). This sub-group is projected to increase from about 500 individuals (in 2002) to about 17,000 individuals over the projection period.

As illustrated in Figure 7, much more pronounced changes are expected to occur in the composition of the off-reserve population. While the total population of survivors and descendants off reserve is expected to increase for about 65 years, growth in the population eligible for membership is expected to occur for only 30 years. The member-eligible population is expected to peak at about 345,300 individuals in 2032 and fall to about 244,800 individuals within 75 years (a level roughly 40,000 lower than in 2002).

Figure 7
Projected Population of Survivors and Descendants Off Reserve by Membership Eligibility and Indian Registration Entitlement, Canada, 2002-2077



Source: Custom projections based on the December 31, 2002 Indian Register.

The off-reserve population entitled to Indian registration and eligible for First Nations membership is projected to increase for only 25 years, peaking at about 332,500 individuals. Over the remainder of the projection period, this population is projected to decline to 205,500, roughly 78,000 lower than in 2002.

The high rates of exogamous parenting which characterize off-reserve populations are expected to result in very rapid growth in the population that lacks eligibility for membership. This population, which is estimated to number about 35,200 individuals in 2002, is projected to rise to about 109,200 within 25 years and to about 285,000 within 75 years. Within about 70 years, those ineligible for First Nations membership are expected to form a majority of the off-reserve population. The vast majority of those lacking eligibility for membership are also projected to lack entitlement to Indian registration.

2.4.2 Population Impacts of Various Types of Membership Rule

As noted previously, the implications of exogamous parenting vary widely among First Nations that employ different types of membership rules. This sub-section of the report presents the projection results for First Nations that have adopted different types of membership rules. The projection results associated with each type of membership rule are presented at the national level for the combined population living on and off reserve.

2.4.2.1 Indian Act and Equivalent Membership Rules

First Nations which employ Section 6 rules for determining membership eligibility will have only two sub-groups among the population of survivors and descendants, those who are entitled to Indian registration and membership and those who lack entitlement to registration and are also ineligible for membership. In 2002, the population of the 413 First Nations which use Indian Act membership rules totalled 507,908, including: 488,727 Registered Members and 19,182 Non-Registered Non-Members.

National level projection results for these First Nations are summarized in Figure 8 for the combined population residing on and off reserve. The total population of survivors and descendants for First Nations using this type of membership rule is projected to increase throughout the entire projection period reaching 969,000 within 75 years. The population eligible for Indian registration and First Nations membership is expected to increase for about 50 years and peak at about 706,800 (roughly 198,900 larger than in 2002). During the remaining 25 years of the projection period, this population is expected to fall to about 653,000 (in year 2077).

Figure 8
Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use Indian Act or Equivalent Membership Rules, Canada, 2002-2077

Source: Custom projections based on the December 31, 2002 Indian Register.

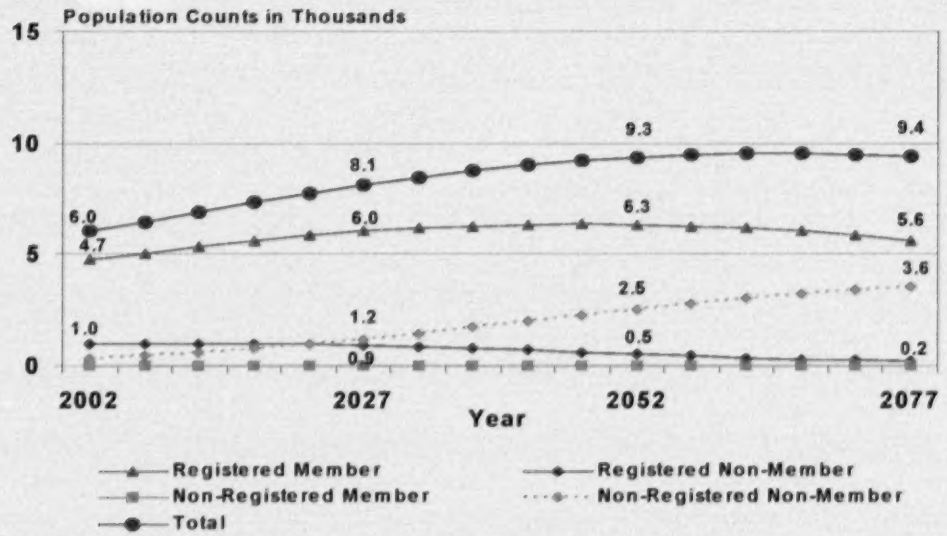
The number of survivors and descendants ineligible for registration and membership is expected to increase sharply throughout the period. Within 25 years this population is expected to number about 89,300, representing about 1 in every 8 individuals. This population is projected to grow to about 207,600 (about 1 in every 5 individuals) within 50 years and to about 316,000 (about 1 in every 3 individuals) within 75 years.

2.4.2.2 Act Equivalent Rules Excluding those Without Acquired Rights as of June 28, 1987

Six (6) First Nations employ membership rules with descent provisions which are equivalent to those of Section 6 of the Indian Act, but which exclude Bill C-31 registrants under Section 6(1) (d) and (e) and 6(2) from the initial population of members. Rules of this type can result in a sub-group of Registered Indians who lack eligibility for membership. The First Nations using this type of rule had a 2002 baseline population estimated at 6,031 individuals, including: 4,744 Registered Members, 985 Registered Non-Members and 302 Non-Registered Non-Members. Descendants of Bill C-31 registrants excluded from initial membership may be admitted into membership under this type of code only if the descendant's other parent is a member.

Figure 9 presents the population projection estimates for First Nations using this type of membership rule for the combined population living on and off reserve. The total population of these First Nations is projected to increase over the initial 65 years of the projection time period reaching a maximum of about 9,540 individuals (in year 2067). The population eligible for membership (all entitled to Indian registration) is projected to increase for 45 years and peak at about 6,340 individuals. Within 75 years, the population eligible for membership is expected to decline to about 5,600 individuals, a level roughly 900 higher than in 2002.

Figure 9
Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use Act Equivalent Rules that Exclude those Without Acquired Rights, Canada, 2002-2077



Source: Custom projections based on the December 31, 2002 Indian Register.

The population entitled to Indian registration but ineligible for membership (i.e. Registered Non-Members) is projected to decline in size throughout the entire projection period, although this group is expected to form the largest component of the non-member population for about 20 years. Within 75 years those entitled to Indian registration but not eligible for membership are expected to number under 200 individuals.

The population that does not qualify for membership or Indian registration (Non-Registered Non-Members) is projected to increase throughout the time period. This population group is expected to account for about 1 in every 7 individuals within 25 years, about 1 in every 4 individuals within 50 years and more than 1 in every 3 individuals within 75 years.

2.4.2.3 One Parent Rules

As noted earlier in this report, one parent rules extend eligibility for First Nations membership to all descendants of the member population. Within the context of exogamous parenting, some portion of the population eligible for membership will not qualify for registration under Section 6 of the Indian Act. First Nations that employ one parent rules will have two population sub-groups, Registered Members and Non-Registered Members. Seventy-two (72) First Nations were identified to be using this type of membership rule. The 2002 baseline population of these First Nations totalled 77,389, including 74,598 Registered Indians and 2,791 non-registered descendants.

Projection estimates for these First Nations are presented in Figure 10 for the combined on- and off-reserve population. For this group of First Nations, the total population of survivors and descendants is projected to increase for about 70 years resulting in a peak population of about 142,620 individuals. *All of these individuals would be eligible for First Nations membership.* The Registered Indian component of the population eligible for membership is expected to rise for about 45 years, resulting in about 105,185 Registered Indian Members in year 2047. This segment of the population is expected to fall to about 93,800 individuals within 75 years.

Figure 10
Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use One Parent Rules, Canada, 2002-2077

Source: Custom projections based on the December 31, 2002 Indian Register.

The population of Non-Registered Members is projected to increase throughout the period. Within 25 years, about 1 in every 10 individuals eligible for membership is expected to lack entitlement to Indian registration. Within 75 years, about 1 in every 3 people who are eligible for membership is expected to lack Indian registration entitlement.

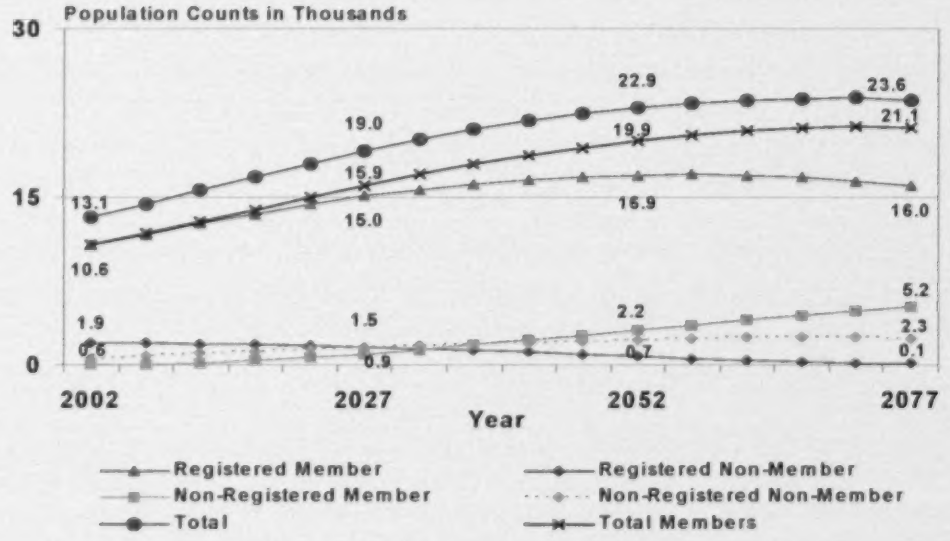
2.4.2.4 One Parent Rules Excluding those Without Acquired Rights as of June 28, 1987

Twelve (12) First Nations that adopted one parent membership rules drafted rules which excluded from initial membership Bill C-31 registrants under Section 6(1) (d) and (e) and Section 6(2). In addition to registered and non-registered members, the populations of First Nations that adopted this type of rule can include two other sub-groups including: Registered Indians who are not eligible for membership (i.e. Registered Non-Members) and individuals who are not entitled to registration or eligible for First Nations membership (i.e. Non-Registered Non-Members). The twelve (12) First Nations that use this type of membership rule were estimated to have a combined population of 13,089 individuals in 2002. At that

time, the population included 10,623 Registered Indians who were also eligible for membership, 1,878 Registered Indians who were not eligible for membership, 14 non-registered individuals who were eligible for membership and 574 non-registered individuals who were not eligible for membership.

Projection estimates for the combined on- and off-reserve population of this group of First Nations are contained in Figure 11. The total population of survivors and descendants is projected to increase to about 23,750 individuals over the initial 65 years. A gradual decline in the total population is expected over the remainder of the projection period.

Figure 11
Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use One Parent Rules that Exclude those Without Acquired Rights, Canada, 2002-2077



Source: Custom projections based on the December 31, 2002 Indian Register.

The population eligible for First Nations membership is projected to increase over the entire time period, rising to about 21,140 individuals within 75 years. A majority of those eligible for membership are also expected to be entitled to Indian registration. This population group (Registered Members), however, is expected to grow only for about 55 years (to 16,970 individuals) and decline subsequently to 16,000 individuals by year 2077.

The Registered Indian population that is not eligible for membership (Registered Non-Members) is expected to decline over the course of the projection period and number less than 100 individuals within 75 years. The total population of non-registered individuals is

projected to increase throughout the period from the 2002 level of about 588 individuals to about 7,500 individuals within 75 years. Most of those who do not qualify for registration are expected to be eligible for First Nations membership. Within 75 years, about 1 in every 5 individuals eligible for membership is expected to lack entitlement to Indian registration.

2.4.2.5 Two Parent Rules

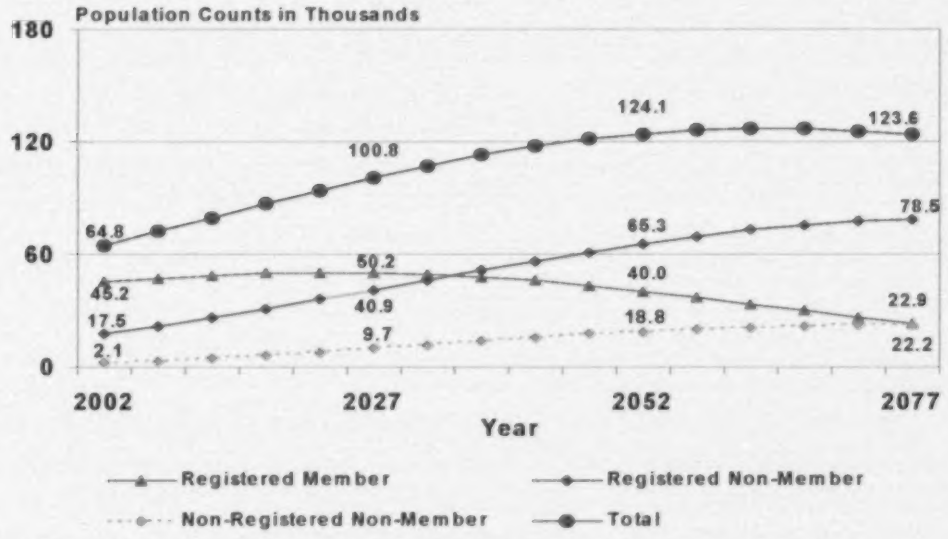
Unlike one parent rules, in which all of the descendants of the member population are eligible for membership, two parent rules restrict membership to descendants that have two member parents. In cases of parenting between members and non-members, all future descendants are denied membership under this type of membership rule.

Two parent rules were also drafted in a fashion that denied initial membership to Bill C-31 registrants under Section 6(1) (d) and (e) and Section 6(2). Rules of this type create three sub-groups within First Nations populations: Registered Members, Registered Non-Members and Non-Registered Non-Members.

Sixty-four (64) First Nations employ this type of membership rule. In 2002, the combined population of these First Nations was estimated to number 64,804 individuals, including: 45,170 Registered Members, 17,508 Registered Non-Members, and 2,126 Non-Registered Non-Members.

Figure 12 presents the combined on- and off-reserve estimates of the future population of First Nations using two parent rules. The total population of these First Nations is projected to increase for about 60 years reaching a maximum of about 126,815 individuals. The population eligible for First Nations membership (all of whom would be entitled to Indian registration) is projected to rise over the initial 20 year period to about 50,240 individuals, a level roughly 5,000 higher than in 2002. At that time, however, the population eligible for membership is projected to form a minority of the total population. Declines in the population eligible for membership over the remainder of the projection period are expected to reduce this segment of the population to about 22,940 individuals within 75 years. At that time, those eligible for membership are expected to account for less than 20% of the total population.

Figure 12
Projected On- and Off-Reserve Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use Two Parent Rules, Canada, 2002-2077



Source: Custom projections based on the December 31, 2002 Indian Register.

Most of the population entitled to Indian registration is projected to be ineligible for First Nations membership within 35 years. This segment of the population (i.e. Registered Non-Members) is projected to grow throughout the projection period reaching about 78,500 individuals within 75 years. At that time, nearly four (4) out of every five (5) individuals who are entitled to Indian registration are expected to lack eligibility for First Nations membership.

The population of First Nations using two parent rules is also expected to contain an increasing number of individuals who do not qualify for Indian registration or First Nations membership. This population, which numbered about 2,125 in 2002, is projected to rise to about 22,200 within 75 years. At that time, this segment of the population is projected to be roughly equivalent in size to the population eligible for membership.

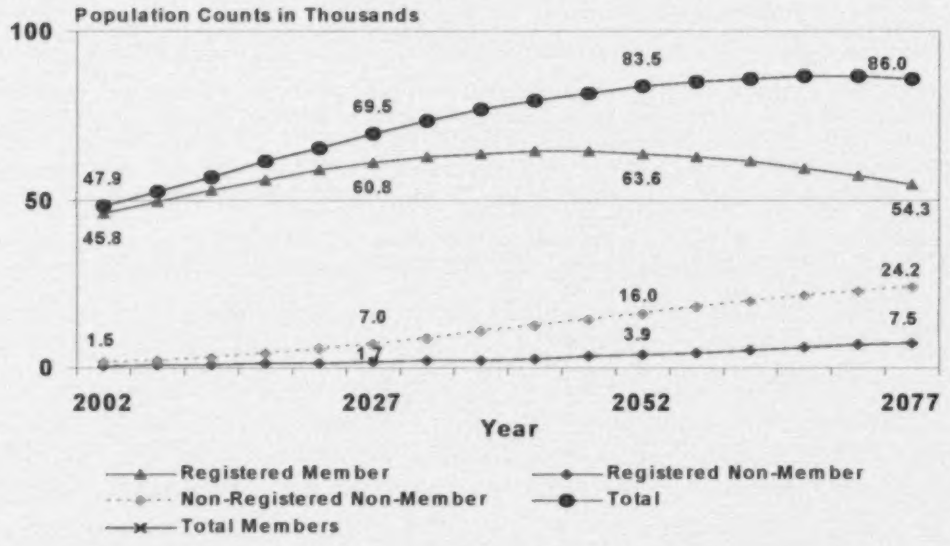
2.4.2.6 50% Blood Quantum Rules

As it is possible to maintain Indian registration entitlement with blood quanta lower than 50%, this type of membership rule can also result in a group that is entitled to Indian registration but ineligible for First Nations membership (i.e. Registered Non-Members). The populations of First Nations that use 50% blood quantum rules will also contain Registered

Members and Non-Registered Non-Members. Twenty-two (22) First Nations have been identified to be using this type of membership rule. In 2002, these First Nations had a total estimated population of 47,900 individuals, including: 45,807 Registered Members, 551 Registered Non-Members, and 1,547 Non-Registered Non-Members.

Estimates of the future population of First Nations that use 50% blood quantum rules are provided in Figure 13. As a group, the populations of these First Nations are expected to increase throughout most of the 75-year projection period, reaching a maximum of about 86,500 in year 2072. The population eligible for First Nations membership is projected to increase for about 40 years to 64,300 individuals (about 18,500 higher than in 2002). This segment of the population is projected to fall over the remainder of the period to about 54,300 by year 2077.

Figure 13
Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use 50% Blood Quantum Rules, Canada, 2002-2077



Source: Custom projections based on the December 31, 2002 Indian Register.

Most of the population entitled to Indian registration is also expected to qualify for membership within these First Nations. An increasing number of those entitled to registration, however, are projected to have blood quanta lower than the minimum required for membership. The population of Registered Non-Members is expected to rise throughout the period to about 7,500 within 75 years. At that time, about 1 in every 8 Registered Indians is expected to lack eligibility for membership.

The future population of these First Nations is also expected to comprise a growing number of individuals who do not qualify for Indian registration or First Nations membership. This population (i.e. Non-Registered Non-Members) is expected to grow from about 1,500 in 2002 to about 7,000 within 25 years. Within 75 years, this group is projected to number about 24,200 individuals (about 28% of the total population of survivors and descendants).

2.4.2.7 25% Blood Quantum Rules

The final group of membership rules considered in this study (i.e. 25% blood quantum rules) are applied in only four (4) First Nations. The lower blood quantum standard associated with this type of rule results in quite different population structures than other blood quantum rules which employ the 50% standard. Within the projection time frame considered in this study, 25% blood quantum rules are likely to result in three sub-groups within First Nations populations, including: Registered Members, Non-Registered Members and Non-Registered Non-Members.[15] In 2002, the four (4) First Nations that use 25% blood quantum codes were estimated to have combined population of 8,571 individuals, including: 8,392 Registered Members and 179 Non-Registered Members.

Estimates of the future population of these First Nations are provided in 14 for the combined on- and off-reserve population. As revealed in the figure, the total population is projected to increase throughout the 75 year period reaching roughly 16,700 individuals by year 2077 (nearly double the 2002 population). The population eligible for First Nations membership is projected to rise to about 15,300 individuals over the initial 55 years and then decline slowly to about 14,900 individuals by the end of the projection period.

[15] This type of rule also has the potential to result in fourth population sub-group (Registered Non-Members), although this population group could only emerge in the longer term.

Figure 14
Projected Population of Survivors and Descendants by Membership Eligibility and Indian Registration Entitlement, First Nations that Use 25% Blood Quantum Rules, Canada, 2002-2077

Source: Custom projections based on the December 31, 2002 Indian Register.

A substantial majority of the population eligible for membership is also expected to be entitled to Indian registration throughout the period. This sub-group (Registered Members) is project to rise to about 13,100 individuals over 50 years and number about 12,300 individuals within 75 years.

The population is also expected to contain a growing number of individuals who do not qualify for Indian registration but are eligible for membership (Non-Registered Members). This segment of the population is expected to increase throughout the period reaching about 2,500 individuals within 75 years (about on e (1) in every six (6) individuals eligible for membership). The population that does not qualify for Indian registration or First Nations membership (i.e. Non-Registered Non-Members) is also projected to rise over the course of the period, but remain a small minority of the total population.

2.5 Summary of Projection Results and Conclusions

The results of the projection models developed for this study suggest that at the national level, the population eligible for First Nations membership will increase by about 306,500 individuals to 987,600 over the next 50 years. A gradual decline in the population eligible

for membership is expected over the latter 25 years of the projection period. Throughout the 75-year projection period, most of the population eligible for First Nations membership is also expected to be entitled to Indian registration.

At the present time, nearly all of those who lack eligibility for First Nations membership are the descendants of women who lost their registration as a consequence of the prior Indian Act's rules concerning mixed marriages. Over the course of the next (and future) generation(s), the non-eligible population is expected to grow rapidly and also include many individuals who are the descendants of original members. This population is projected to grow throughout the projection period, reaching nearly 456,400 individuals (about one (1) in every three (3) within 75 years. Although individuals who are not entitled to Indian registration are projected to form a large majority of the population ineligible for First Nations membership. This population is also expected to include a large and growing number of individuals who qualify for Indian registration.

At the national level, future changes in First Nations populations are expected to be most pronounced off reserve, where the population is expected to shift from one in which those who are eligible for membership form a large majority to one in which they form a declining minority. On reserve, the population eligible for membership is projected to continue to form a majority of the population throughout the projection period and most of those eligible for membership are also expected to be entitled to Indian registration. The on-reserve population that lacks either Indian registration or eligibility for First Nations membership, however, is also expected to increase throughout the period and account for about 25% of the total on-reserve population within 75 years.

The projection results also reveal that future population changes will vary markedly among First Nations that use different types of rules. At the national level, the population eligible for membership in First Nations that use the Indian Act (or equivalent) rules to determine membership is projected to increase over the initial 50-year period and decline gradually over the remaining 25 years of the projection period. The population ineligible for membership in these First Nations is expected to grow rapidly throughout the entire period and form a significant minority (nearly one (1) in every eight (8) individuals) within one generation. Within three generations, nearly one (1) in every three (3) individuals is expected to lack entitlement to Indian registration and eligibility for First Nations membership.

The member-eligible populations of First Nations that use one parent rules are expected to grow throughout most of the projection period. The populations eligible for membership in these First Nations, however, are expected to include a rapidly growing component of individuals who do not qualify for Indian registration. Within 75 years, individuals who lack entitlement to Indian registration are expected to account for about one (1) in every three (3) people eligible for First Nations membership.

The population eligible for membership in First Nations that use two parent membership rules is projected to increase only slightly over the next 20 years. This population is expected to decline for the remainder of the period to a level about one-half that of the 2002 population within 75 years. Individuals who are not eligible for First Nations membership are projected to form a majority within 25 years. Most of those who do not qualify for membership are expected to be entitled to Indian registration.

Similar, but less pronounced population changes are expected among the populations of First Nations that use 50% blood quantum rules. On average, the population eligible for membership in these First Nations is expected to increase for about 40 years and remain higher than the current (i.e. 2002) population throughout the entire projection period. The population that is not eligible for First Nations membership is expected to increase throughout the period and account for nearly 40% of the total population within 75 years. This segment of the population is also expected to contain a growing number of individuals who qualify for Indian registration.

Projection results for First Nations that use 25% blood quantum rules suggest that the population eligible for membership will form a large majority of the total population over the entire projection period and that all of those entitled to Indian registration will also be eligible for First Nations membership. The population eligible for membership in these First Nations, however, is expected to contain a growing segment of individuals who lack entitlement to Indian registration. This group is expected to account for about 18% of the total population eligible for membership within 75 years.

The projections also reveal that the extent of First Nations population changes will be greatly influenced by rates of exogamous parenting. With the exception of First Nations that use one parent rules, lower rates of exogamous parenting are expected to result in future populations in which those eligible for membership form a large segment of the total population. The reverse situation applies among First Nations with higher rates of exogamous parenting. Among First Nations that use one parent rules, lower rates of exogamous parenting are expected to result in future populations where a larger majority of the member population is also entitled to Indian registration, while higher rates of exogamous parenting are expected to result in member populations that include a larger segment of individuals who qualify for membership, but do not qualify for Indian registration.

SECTION 3 Implications for Provision of Services to First Nations Populations

Results from the projections presented in the previous section of this report suggest that the populations of most First Nations are in the process of changing from a context where those who are eligible for Indian registration and membership form a large majority to a context

where those who lack eligibility for membership and/or Indian registration form a large and growing segment of community residents. These latter groups of citizens are expected to form a majority of the population in many First Nations communities within two generations.

The emergence of different classes of citizens within First Nations populations raises a number of important questions and issues concerning individual and collective rights, social equality and cohesion, and jurisdictional, financial and administrative responsibilities for the provision of a wide range of services to various citizen groups. Although the projected changes are likely to impact on First Nations communities and populations in many ways, the main focus of research presented in this section of the report relates primarily to two key issues concerning the provision of services to the future populations of First Nations communities:

- the demand for services associated with various classes of First Nations citizens; and

- the scale of financial resources that would be required to provide comparable levels of services to the various citizen groups comprising First Nations populations.

The study's interest in exploring composition changes over time in the demand for various services emerges from the viewpoint that current policies and related funding mechanisms have evolved within a context where no distinctions between membership and Indian registration existed among First Nations populations. As the impacts of the interplay of membership rules, the rules governing Indian registration and exogamous parenting unfold, First Nations and other governments are likely to experience growing pressures to provide a wide range of services to groups of citizens who have not traditionally formed a significant component of service demand on First Nations reserves.

How First Nations and other governments respond to these compositional shifts in service demand can be expected to have profound effects on First Nations communities. For example, if First Nations, (either by policy or as a consequence of existing funding mechanisms) decide to restrict the allocation of housing resources to *members* only, will this result in a "forced" exodus from reserve communities of large numbers of young adults and families who do not qualify for membership? Do current policies concerning service delivery jurisdiction and responsibility, and related financial transfer arrangements allow for the provision of services to all of the groups of citizens which are expected to form part of future First Nations communities? If First Nations desire to provide equal access to services for all groups of citizens, will new financial arrangements or inter-governmental transfer agreements be required to allow this to happen?

Providing answers to these important questions lies beyond the scope of the present study. In all likelihood, questions such as these will require difficult decisions to be made by First Nations' governments and negotiations with other governments. This study's contribution

to the topic is limited to providing some information about the scale of the future demand for specific types of services which may be needed by the various groups of citizens which are expected to comprise First Nations populations and estimates of the approximate scale of financial resources associated with these services. Who eventually assumes responsibility for funding and delivering services to these various citizen groups remains to be determined.[16]

Study resources, data and methodological limitations do not permit examination of the full range of services directed to or presently available to First Nations populations. The study, however, does consider a wide range of programs and services, including housing, community infrastructure, pharmacy and dental benefits provided under Health Canada's Non-Insured Health Benefits program, education programming services, post-education support, services to children in care, and social assistance. Collectively, these programs and services account for a substantial portion of the total resources provided by the federal government to First Nations communities and populations.[17]

3.1 Data Sources, Approach and Methodological Limitations

Estimating future levels of service demand and costs is a challenging exercise, as both demand and service costs can be influenced by a number of unforeseen factors and events. Among other things, these confounding factors include budgetary restrictions (which serve to limit the number of services provided or the number of individuals who are able to access services), changes to program eligibility criteria and service benefit levels, and changes in regional and local employment and economic conditions (which can alter the nature and level of services required by the population). For the most part, many of the underlying factors which can shape the future demand for and cost of services are quite difficult (if not impossible) to forecast accurately, especially in the medium and longer terms. In such contexts, the service demand and cost implications of population changes may be best examined using *hypothetical* scenarios.

Estimates prepared for this study are based on a specific hypothetical scenario which assumes that both the rate of service utilization (demand) and the unit cost of providing services (i.e. the cost per service or cost per client) remain stable in the future at levels estimated for the baseline year, 2002. The scenario also assumes that the future service needs among individuals of different citizen groups within First Nations populations are the same. This scenario allows one to explore the requirements and related costs of providing

---

[16] The study is not attempting to suggest that services to all of these citizen groups will be necessarily assumed by any level of government. The possibility exists that some individuals or groups may be required to do without services or to pay directly for these services themselves.

[17] Although not comprehensive, the range of programs and services addressed in the study is believed to be sufficiently broad to illustrate the nature and scale of changes in service needs (demand) and the related financial implications of these changes.

comparable or equivalent levels of services to all classes of First Nations citizens, regardless of membership or Indian registration status. Service demand and cost implications are explored over a 25-year period spanning the years 2002 to 2027.

Although minor elements of the methodology vary by the type of service considered, the general approach employed involves three stages, including:

- estimation of current rates of service use and the average cost per service user (or service);
- application of rates of service use to the projected population to estimate the future number of service users (or services required) by citizen class; and
- application of the average cost/service user (or service provided) to the number of projected service users (or services required) to estimate the future costs of providing the service.

3.2 Service Implications of Demographic Change

The primary focus of the study's consideration of service implications relates to changes that are expected to occur in First Nations reserve communities, as most of the current services administered by First Nations are restricted to the populations living on reserve. Two of the services/programs considered (Non-Insured Health Benefits and post-secondary education assistance) are available to all Registered Indians, regardless of residence.[18] For these services/programs, the study considers service implications for both the on- and off-reserve components of the population.

3.2.1 On-Reserve Housing Demand

Growth in the population residing on reserve over the 25-year period is expected to contribute to significant levels of demand for new housing units. Estimates of new housing unit requirements prepared for this study are quite limited and reflect ***only*** population-induced growth in housing demand. Over the projection period, significant numbers of additional new dwelling units are also likely to be required to replace units removed from the existing housing stock through loss or demolition.[19] Secondly, the household headship rates employed in this study to convert the future population to household estimates derive from

---

[18] Post-secondary education assistance is most commonly administered by First Nations. Although individual First Nations may give preference to students living on reserve, program resources are not restricted to reserve residents.

[19] In addition to new dwellings required to replace lost units, additional housing would also be required to eliminate family doubling (i.e. two or more families occupying one dwelling). Estimates of units required to eliminate family doubling have not been prepared for this study.

1991 Census data as reported by Nault and Chen (1993).[20] As these estimates are quite dated, readers should interpret this study's estimates of future housing requirements with some caution as they are likely to provide only a rough and limited approximation of future housing demand on reserve.

As noted in the previous section of this report, the total population residing on reserve is projected to increase by about 207,700 individuals over the 25 year projection period. Assuming that recent rates of household headship remain stable over the period, this level of population growth would result in the need for about 82,880 new dwelling units on reserve during the 2003-2027 period. As illustrated in Figure 15, a substantial majority (about 94%) of the incremental demand for housing units during this period is projected to arise from the population that is both eligible for membership and Indian registration. The number of new dwelling units that would be required by the population lacking membership and/or Indian registration is expected to number about 5,170 over the period, including 3,064 units for households headed by Registered Non-Members, 289 units for households headed by Non-Registered Members, and 1,817 units for households headed by Non-Registered Non-Members. New housing demand associated with each of these latter three sub-groups is expected to increase over the period.

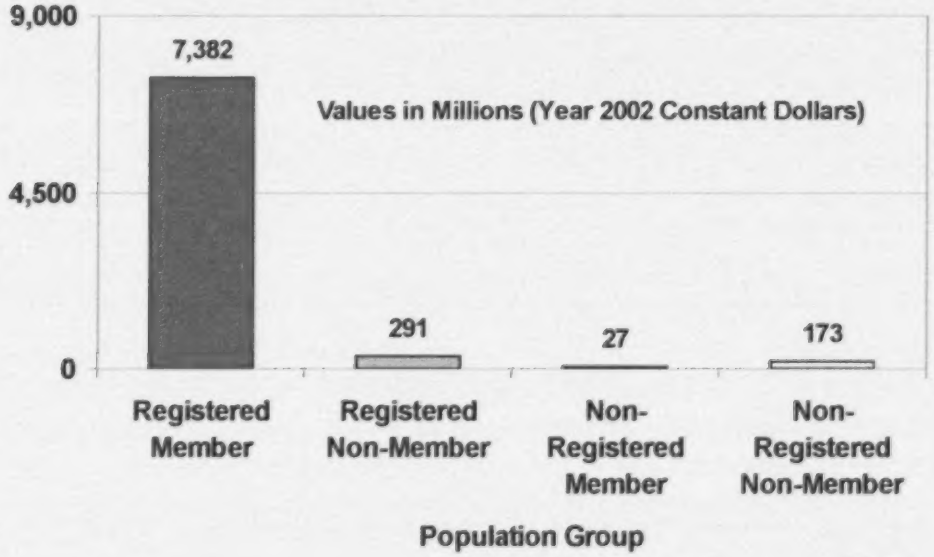
[20] Estimates of population-induced growth in housing demand can be derived by applying age-specific household headship rates to the projected population. Incremental demand for new dwelling units can then be inferred from changes over time in the number of households in the population. The analyses are limited in other respects. Future housing needs will also be affected by changes in family size and composition. These aspects of housing demand are also not considered in this study.

Figure 15
Incremental On-Reserve Housing Units Required to Supply Projected Household Growth by Registration and Membership Status of Household, Canada, 2002-2027

Source: Custom population projections based on the December 31, 2002 Indian Register and analysis of INAC's departmental data.

Data concerning average construction costs can be used to provide a rough estimate of the capital required to supply the number of incremental units needed over the time period. Assuming an average unit size of 1,000 square feet and average construction costs of $95 per square foot, the incremental capital requirements to support projected housing requirements total roughly $7.9 billion in constant 2002 dollars. Figure 16 identifies the estimated distribution of incremental housing capital associated with the four population sub-groups.

Figure 16
Approximate Capital Cost of Additional On–Reserve Housing Units Needed to Supply Projected Household Growth by Registration and Membership Status of Household, Canada, 2002-2027



Source: Custom population projections based on the December 31, 2002 Indian Register and analysis of INAC's departmental data.

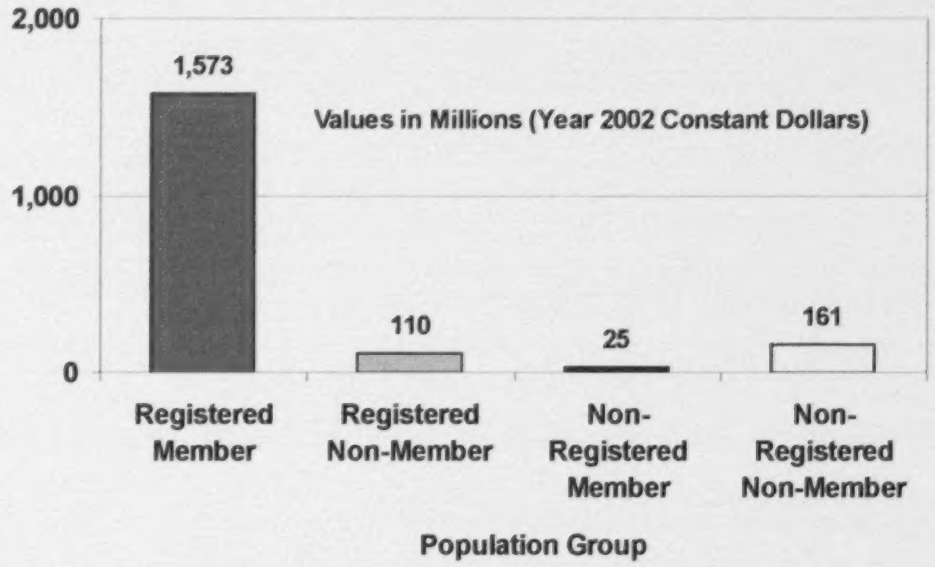
Regional-level analysis suggests that households headed by Registered Members are projected to account for a substantial majority of incremental housing demand in all provinces/regions during the period. Housing demand associated with Registered Non-Members is expected to be largest among First Nations in Saskatchewan (1,601 units), British Columbia (407 units), Alberta (374 units) and Ontario (358 units). Housing requirements associated with Non-Registered Non-Members is expected to be largest in Manitoba (443 units), Saskatchewan (322 units) and Ontario (261 units). Incremental housing units required to support the needs of Non-Registered Members is projected to remain modest in all provinces/regions during the time period.

3.2.2 Community Infrastructure (Excluding Housing and Education Facilities)

Community infrastructure includes a wide range of facilities required to provide services to households, individuals and organizations. Among other things, these facilities include parks and recreational centres, community buildings, water, sewer and electrical distribution systems, and roads and street-lighting. For purposes of this study, rough estimates of the incremental costs of providing community infrastructure to service the future population have been constructed by applying the 2002 average per capita expenditure to projected

estimates of population growth over the 2003-2027 period. The estimates assume that average expenditures per capita remain constant over the projection period. Under this scenario, the incremental capital costs of providing additional infrastructure to the population on reserve are expected to total about $1.9 billion over the projection period. As in the case with housing capital requirements, a substantial majority of the incremental cost for community infrastructure (Figure 17) arises from growth in the population eligible for both membership and Indian registration (i.e. Registered Members). Growth among other sub-groups of the on-reserve population is expected to require additional infrastructure expenditures totalling about $295 million (about 16% of the total) during the projection period.

Figure 17
Capital Cost of On-Reserve Community Infrastructure Required to Support Population Growth by Registration and Membership Status of Household, Canada, 2002-2027



Source: Custom population projections based on the December 31, 2002 Indian Register and analysis of INAC's departmental data.

In all provinces/regions, a substantial majority of the incremental investment in community infrastructure on reserve is required to support growth among Registered Members. Infrastructure investment associated with population sub-groups which lack Indian registration or eligibility for membership are expected to be largest for First Nations in Saskatchewan (about $83 million), Ontario ($55 million), and Manitoba ($53 million).

3.2.3 Non-Insured Health Benefits (NIHB)

Health Canada provides extended health services to First Nations populations through the NIHB program. A wide range of services are covered under the program including prescription and over the counter drugs, dental care, vision care and transportation costs. Under current legislation, eligibility under the program is limited to the Registered Indian and Inuit populations, regardless of place of residence. Descendants who are not entitled to Indian registration are ineligible for benefits under the current program after they reach one year of age. As a growing number of descendants both on and off reserve will not qualify for Indian registration, provision of health care services to this population (which at this point comprises mostly children) is emerging as an important issue for many First Nations, as many of these services are not presently covered (at least to the same extent) under provincial health care programs. On reserve, First Nations are likely to be pressured to pay for these services, especially in situations where the families of non-registered children are receiving social assistance.[21] Off reserve, costs for these services are likely to be born by families themselves, through private insurance or employer health care plans or, in cases where families are receiving social assistance, by provincial social services.[22]

Pharmacy (prescription and "over the counter" drugs) and dental benefits account for the majority of benefits provided under the NIHB program and have been examined in this study to illustrate the potential scale of the impacts on health service provision associated with expected changes in First Nations populations. The study's primary interest in this regard relates to estimating the numbers of First Nations descendants who will lose access to NIHB program benefits and the scale of resources involved providing these services to non-registered descendants. The analyses have been carried out separately for the populations on and off reserve.

3.2.3.1 Loss of Access to Benefits On Reserve

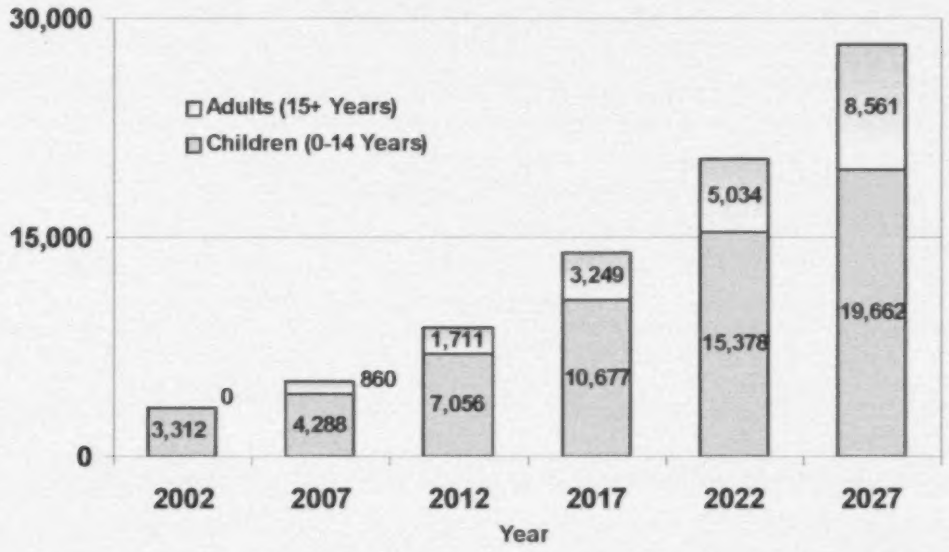
Results of the population projections prepared for this study suggest that increasing numbers of descendants of First Nations populations will lack entitlement to Indian registration in the future. Estimates of the size of the non-entitled population residing on reserve are presented in Figure 18. The results suggest that the population of non-entitled descendants is expected to increase at an accelerating rate from about 3,300 in 2002 to more than 28,220 by 2027. Children under 15 years of age are expected to form the majority of those who lack entitlement to Indian registration throughout the projection period. By 2027, this segment of the non-entitled population is expected to grow to about 19,660 individuals.

---

[21] The issue of whether transfers to First Nations for social assistance include amounts for health care expenses is unclear. As health benefits are provided to Registered Indians under the NIHB program, First Nations social assistance budgets may not include a health care component.

[22] Some portion of these costs may also be covered under provincially funded drug plans. These plans, however, are generally subject to a deductible and cover only prescription drugs.

Figure 18
Projected Population On Reserve Lacking Entitlement to Indian Registration by Age Group, Canada, 2002-2027



Source: Custom projections based on the December 31, 2004 Indian Register.

NIHB's pharmacy and dental utilization rates and average benefit costs have been applied to the projected population estimates to calculate the approximate future costs of providing these services to the various population sub-groups residing on reserve. The estimates assume stable benefit costs per claimant in the future and should be viewed as quite conservative in light of the high levels of inflation which have characterized NIHB's pharmacy benefit costs over the past decade.

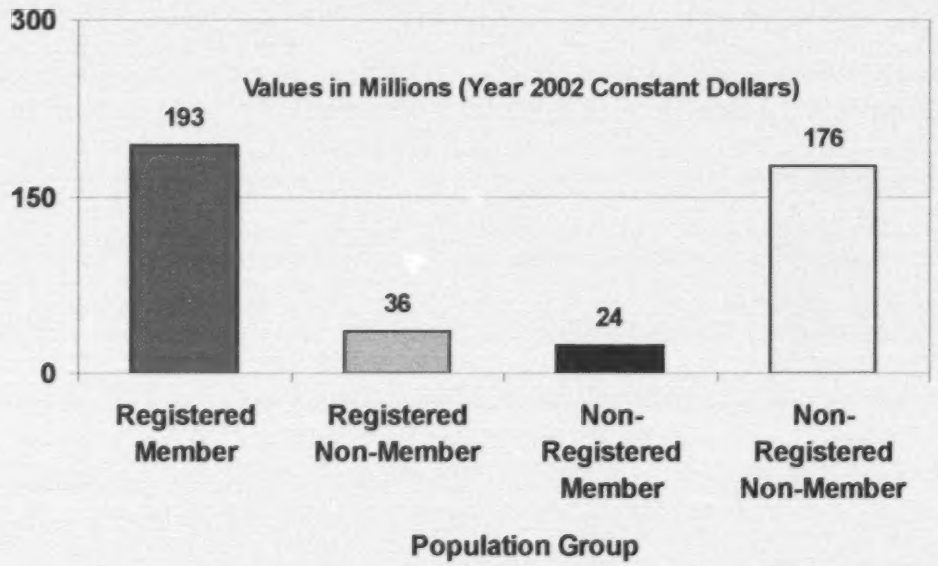
Although relatively small in relation to the additional costs that are expected to be required to provide these services to the Registered Indian population (about $1.6 billion), the costs associated with providing comparable benefits to non-registered descendants are significant. Comparable services to this component of the future population on reserve are projected to total about $75 million for the projection period. As implied above, most of these resources would be required to provide services to children.

Costs associated with providing comparable NIHB benefits to non-registered descendants on reserve are projected to vary widely by province/region. Projection results suggest that during the 2003-2027 period, these costs would be highest in Manitoba ($17 million), Saskatchewan ($17 million) and Alberta ($14 million).

3.2.3.2 Loss of Access to Benefits Off Reserve

As noted previously, loss of entitlement to Indian registration is expected to affect a much larger segment of the descendants of First Nations populations living off reserve. Estimates prepared for this study suggest that in 2002 about 23,400 off-reserve children born since the 1985 Indian Act lack entitlement to Indian registration. Over the course of the 25 year projection period, the number of non-entitled descendants living off reserve is expected to climb to more than 95,400 individuals. Although children (under 15 years of age) are expected to form the majority of the non-entitled population, the population will also include a large and rapidly growing segment of adults. Estimates of the cumulative incremental costs of providing comparable levels of NIHB services to population sub-groups off reserve are presented in Figure 19.

Figure 19
Projected Incremental Costs of Providing Comparable NIHB Pharmacy and Dental Services to Non-Registered Descendants Off Reserve, Canada, 2002-2027



Source: Custom population projections based on the December 31, 2002 Indian Register and analysis of the 2001-2002 NIHB Annual Program Report data.

Unlike the context on reserve, where the costs of providing comparable services for non-registered descendants are expected to remain modest, the costs of providing comparable services for non-registered descendants off reserve (about $200 million for the 25-year period) approach the level required by the Registered Indian population (about $299 million).

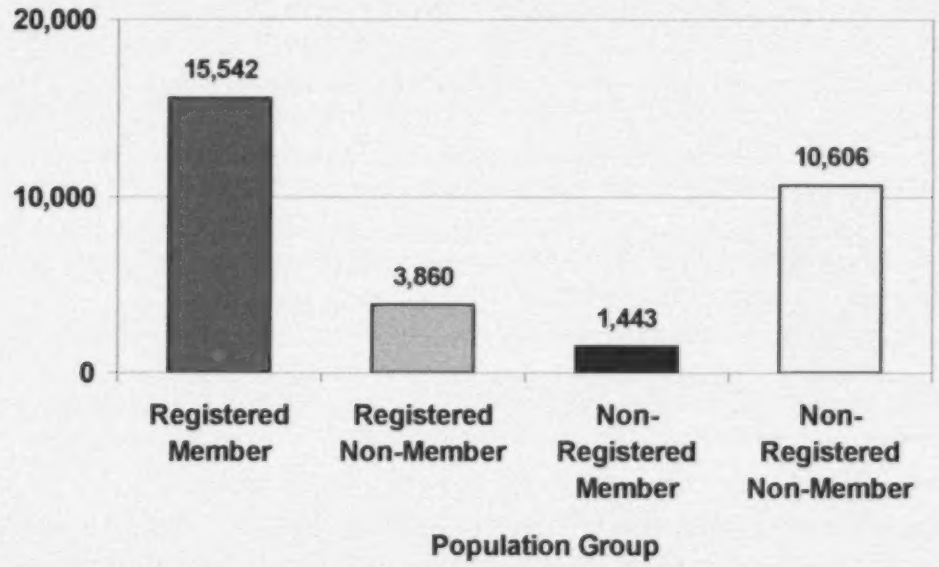
The cumulative costs of comparable NIHB pharmacy and dental services for non-entitled descendants living off reserve are expected to be largest in Ontario ($47 million), Manitoba ($37 million), Saskatchewan ($35 million) and Alberta ($31 million) during the projection period.

3.2.4 Elementary and Secondary Education

Expenditures to support elementary and secondary education services on reserve constitute one the largest components of Indian Affairs's budget. The projected changes to First Nations populations living on reserve imply that a growing segment of education funding resources will be required to provide services to children who either lack eligibility for membership and/or entitlement to Indian registration.

Age-specific rates of enrolment computed for the 1999-2000 time period have been applied to the projection results to provide estimates of future enrolment. Over the projection period, the total enrolment on reserve is projected to increase by about 31,450 students. As illustrated in Figure 20, a substantial portion (about 51%) of the incremental growth in enrolment over the 2003-2027 period is projected to involve students who lack membership and/or Indian registration. Students who lack entitlement to Indian registration are expected to increase by about 12,050 over the period and account for about 38% of total enrolment growth for the period.

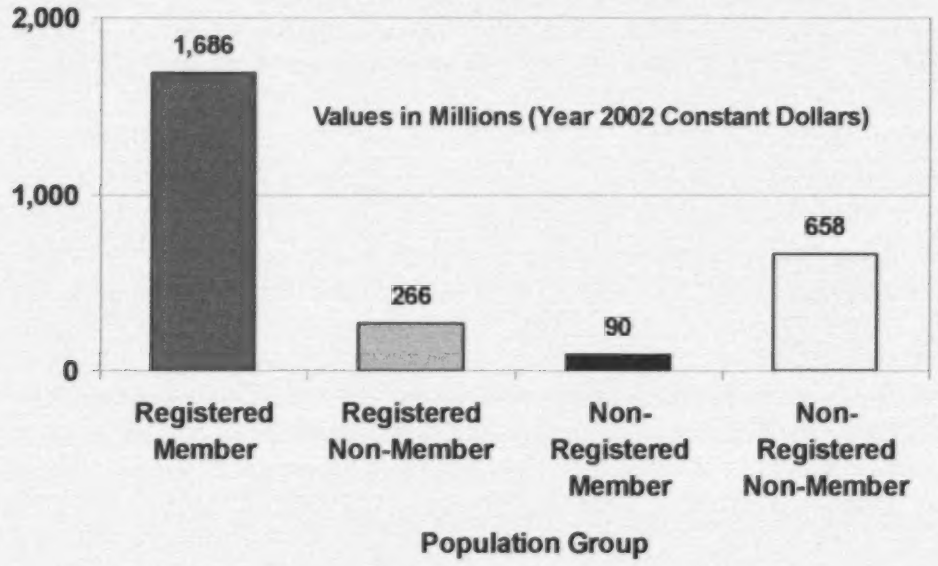
Figure 20
Projected Growth in Student Enrolment On Reserve by Eligibility for Membership and Indian Registration, Canada, 2003-2027



Source: Custom projections based on the December 31, 2004 Indian Register and analysis of INAC's departmental data.

INAC's departmental data on expenditures for elementary and secondary schooling (excluding capital expenditures) have been used to provide a rough estimate of the average cost per student. Assuming that average costs remain stable for the projection period, the cumulative incremental costs of providing education services for the projection period are estimated to be about $2.7 billion (in 2002 constant $). Figure 21 presents estimates of the distribution of projected incremental costs by population sub-group. Incremental service costs for non-members are expected to total about $924 million. Incremental costs for students who lack entitlement to Indian registration are projected to total about $748 million. Regional-level analysis suggests that the incremental costs of educational services for children who lack membership or Indian registration entitlement are expected to be largest in Saskatchewan ($310 million), Manitoba ($188 million), Ontario ($148 million) and Alberta ($133 million).

Figure 21
Projected Incremental Costs of Providing Elementary/Secondary Education Services On Reserve by Eligibility for Membership and Indian Registration, Canada, 2003-2027



Source: Custom population projections based on the December 31, 2002 Indian Register and analysis of INAC's departmental data.

3.2.5 Post-Secondary Education Support Services

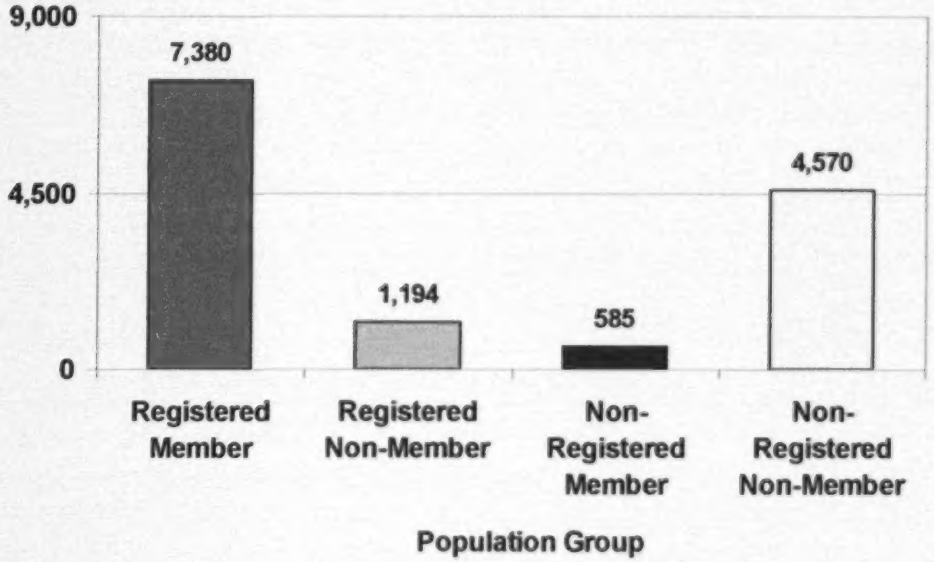
Indian Affairs provides financial supports to Registered Indian students who are pursuing post-secondary education. Assistance under the program can be made available to students living both on and off reserve. Program resources are commonly administered by First Nations which may allocate resources for the primary benefit of members living on reserve. Resources available to the program are limited and many First Nations are unable to meet the needs of new students seeking assistance.

As the program is currently limited to Registered Indians, changes within First Nations populations can be expected to result in a growing population which is ineligible for assistance under the current program. This population will include those who do not qualify for Indian registration and in some First Nations those who do not qualify for First Nations membership.

In exploring the implications of First Nations population changes on eligibility for post-secondary education support, the study examines a scenario in which current program utilization rates (i.e. the enrolment rates supported under the program) and average program costs per student remain stable over the projection period. Utilization rates and average program costs per student have been estimated for 2002 from INAC's departmental data.

Figure 22 provides estimates of the incremental number of Registered Indian students that would have to be supported over the projection period in order to maintain the existing rate of assisted enrolment. The figure also provides estimates of the numbers of non-registered descendants that would lose access to support assuming comparable enrolment rates. Under current program rules, these students would not qualify for assistance. The projection results suggest that a large number of potential post-secondary students are at risk of losing access to support under the program, including about 4,655 descendants who lack entitlement to Indian registration and an additional 1,194 Registered Indian descendants who do not qualify for First Nations membership. The incremental cost of providing support to Registered Indian members during the 25-year period is expected to be about $928 million (in 2002 constant $). Costs associated with similar assistance to other First Nations populations sub-groups (i.e. those who are not registered and/or not eligible for membership) are estimated to total about $724 million for the period and would be most significant in Saskatchewan ($189 million), Ontario ($162 million), and British Columbia ($149 million) over the projection period.

Figure 22
Incremental Level of Post-Secondary Enrolment Required to Maintain Existing Enrolment Rate by Eligibility for Membership and Indian Registration, Canada, 2003-2027



Source: Custom population projections based on the December 31, 2002 Indian Register and analysis of INAC's departmental data.

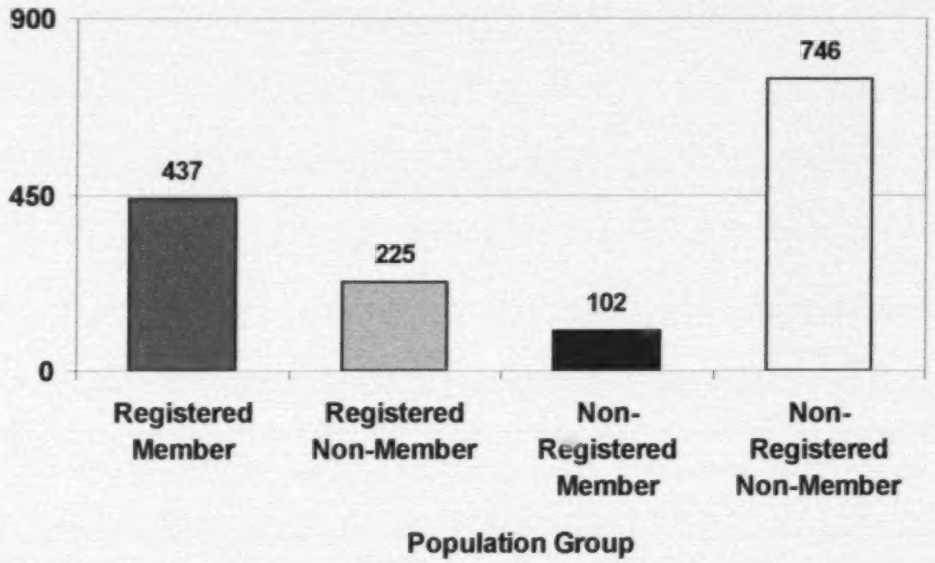
3.2.6 Services to Children in Care

Many First Nations (or agencies formed by groups of First Nations) have assumed responsibility for providing services on reserve to children and families at risk. The provision of services to children taken into care represents one of the key services provided by First Nations in this regard. At the present time, the main focus of First Nations services to children at risk relates to the population residing on reserve. Discussions and negotiations, however, are underway in some provinces (e.g. Alberta and Manitoba) to extend jurisdiction and responsibility for the provision of services to children in care to include First Nations populations living off reserve. Estimates of growth in the demand for services to children in care prepared for this study are limited to the population living on reserve.

Estimates of the future demand for services to children in care have been based on the assumption that current rates of service utilization (the proportion of children receiving care on a full-year equivalent basis) remain stable over the course of the projection period.[23] Estimates of service costs are based on the assumption that the future cost per child of providing service remains stable at the level estimated for 1999.

As illustrated in Figure 23, continued growth in the population of children living on reserve is expected to translate into increased caseloads of children in care over the 2002-2027 period. By 2027, the national caseload is projected to rise by about 1,510 children. A substantial majority (about 71%) of the projected growth in the number of children requiring care is expected to be associated with descendants who lack eligibility for membership and/or entitlement to Indian registration. These children include an estimated 102 descendants who are not entitled to Indian registration but eligible for membership, 225 descendants who are not eligible for membership but entitled to Indian registration, and 746 descendants who lack eligibility for both membership and Indian registration.

Figure 23
Projected Increase in Number of Children in Care On Reserve by Eligibility for Membership and Indian Registration Entitlement, Canada, 2003-2027



Source: Custom population projections based on the December 31, 2002 Indian Register and analysis of INAC's departmental data.

[23] The assumption of a stable rate of service use is consistent with trend data for the 1986-2001 period, which reveals the proportion of children in care to have remained largely unchanged at about 4%.

The projected incremental costs of providing services to additional children in care for the period are estimated to be about $440 million (in 2002 constant $). Incremental resources totalling about $259 million would be needed to provide services to children who lack Indian registration, while resources totalling $302 million would be associated with service provision to children who lack eligibility for First Nations membership.

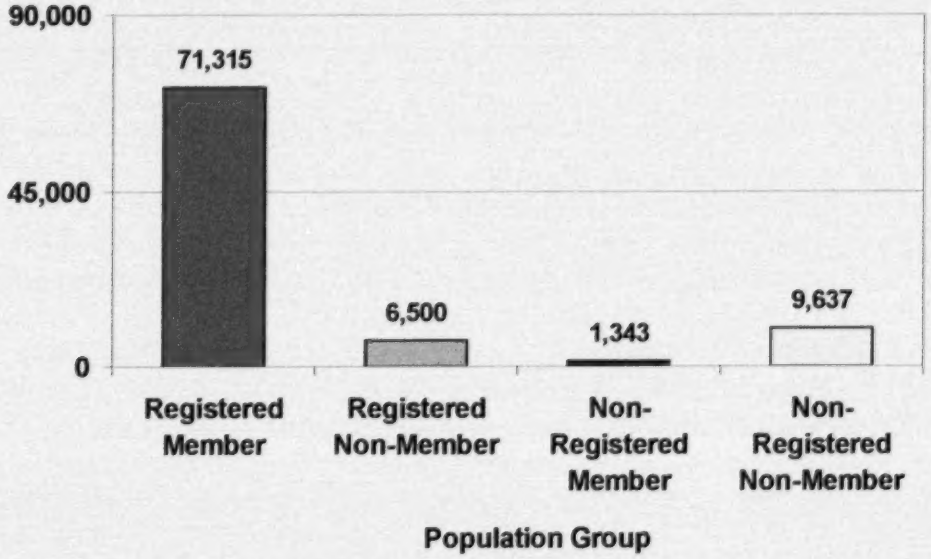
Provincial/regional analysis reveals that the incremental costs associated with providing services to children who lack Indian registration and/or First Nations membership are projected to largest in Saskatchewan ($78 million), Manitoba ($57 million) and Alberta ($57 million).

3.2.7 Social Assistance

High levels of social assistance dependency characterize the populations of many First Nations reserves, especially in the Atlantic and Prairie regions. At the national level, rates of social service utilization increased steadily throughout the 1980's and early 1990's. Since 1995, the national rate of utilization has fallen modestly to about 42% in 2002. Estimates of the future number of social assistance beneficiaries on reserve have been prepared for this study under the assumption that the current utilization rate remains stable over the projection period. Similarly, future expenditure requirements for social assistance have been constructed for a scenario where the average cost per beneficiary also remains stable over the period.

Figure 24 presents estimates of the incremental growth in the number of social assistance beneficiaries on reserve for the 2003-2027 period. As revealed in the figure, a large majority (about 80%) of the projected growth during the period is expected to be associated with the population that is both eligible for membership and Indian registration (i.e. Registered Members). Social assistance beneficiaries who are registered but lack membership are expected to increase by about 6,500 individuals over the period (about 7% of the total growth). Non-registered individuals requiring social assistance are expected to increase by about 10,980 and account for roughly 12% of the projected growth in beneficiaries. Most of these individuals are also expected to lack eligibility for First Nations membership.

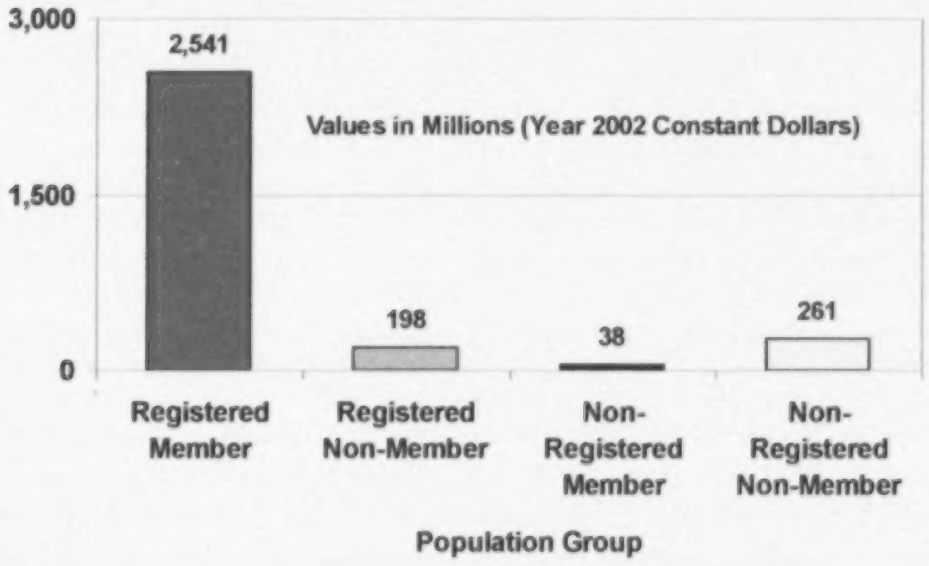
Figure 24
Projected Incremental Number of Social Assistance Beneficiaries by Eligibility for Membership and Indian Registration, Canada, 2003-2027



Source: Custom population projections based on the December 31, 2002 Indian Register and analysis of INAC's departmental data.

Incremental resources needed to support projected growth in the social service recipients during the period are expected to total about $3.0 billion (in 2002 constant $). The distribution of incremental resources among population sub-groups is presented in Figure 25.

Figure 25
Projected Incremental Resources Required to Support Social Assistance Beneficiaries by Eligibility for Membership and Indian Registration, Canada, 2003-2027



Source: Custom population projections based on the December 31, 2002 Indian Register and analysis of INAC's departmental data.

As social assistance dependency rates differ widely among provinces/regions, the incremental costs associated with providing benefits during the 2003-2027 period also vary widely. Individuals who are eligible for both membership and Indian registration are expected to account for a substantial majority of the increased resources required to service the future caseload in all provinces/regions. However, significant resources are also expected to be required to support other sub-groups of the population, especially individuals who lack Indian registration entitlement. Resources required to provide comparable levels of assistance to the non-registered population on reserve are expected to be largest in Manitoba ($78 million), Saskatchewan ($62 million), and Alberta ($50 million).

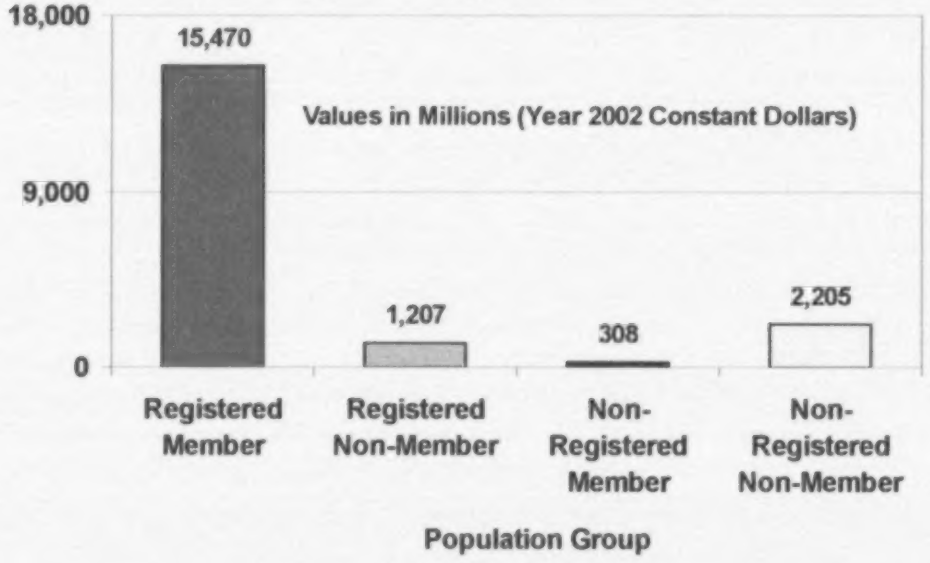
3.3 Summary of Service Implications

Over the course of the next 25 years, the interplay of the rules governing Indian registration and rules governing eligibility for First Nations membership are expected to result in significant changes in the composition of First Nations populations both on and off reserve. These changes, which include the emergence of sizable populations that lack eligibility for

membership and/or entitlement to Indian registration, are expected to create demands for a wide range of services from population sub-groups which have not traditionally been the primary focus or responsibility of First Nations governments.

Estimates suggests that the levels of financial resources that would be required to extend comparable levels of services to all sub-groups residing in First Nations communities are likely to become quite significant over the next 25 year period. While registered members are expected to account for most of the incremental demand for future services, resources associated with providing comparable levels of the services to population sub-groups that lack membership eligibility and/or Indian registration are expected to approach $3.7 billion over the 2003-2027 period (Figure 26). Most of these resources would be associated with maintaining comparable levels of service to descendants who lack entitlement to Indian registration. Children are expected to form the largest segment of this population throughout the 25 year projection period.

Figure 26
Projected Incremental Resources Required to Support Comparable Service Levels Among Sub-Groups by Eligibility for Membership and Indian Registration, Canada, 2003-2027



Source: Custom population projections based on the December 31, 2002 Indian Register, analysis of INAC's departmental data, and 2001-2002 NIHB Annual Program Report data.

The level of incremental resources required to support comparable levels of service provision among sub-groups which lack eligibility for membership and/or Indian registration are expected to remain modest in the short term, but increase at an accelerating pace in medium and longer terms. Within 25 years, more than a quarter of the projected increase in resources needed to provide the services highlighted in this report is expected to result from service demands associated with residents who lack Indian registration and/or First Nations membership.

SECTION 4 Conclusions and Discussion

As a consequence of the 1985 Indian Act changes to the rules governing Indian registration and the adoption by many First Nations of membership rules which differ from those governing Indian registration, the populations of most First Nations in Canada are undergoing significant transformations. The nature of change is generally one away from populations which are comprised largely of individuals who meet the requirements for both Indian registration and First Nations membership to populations which also include growing numbers of citizens who lack Indian registration and/or eligibility for membership. Shifts in the composition of First Nations populations are presently pronounced off reserve and are expected to become significant in many reserve communities over the course of the next generation. Within this time frame, classes of citizens with differing rights and entitlements are expected to become the norm in most First Nations communities.

These population changes appear to raise a number of complex and multi-faceted issues with political, legal, social, cultural and economic dimensions and ramifications. This study has highlighted some of the potential implications of the expected population shifts within the context of providing services to First Nations residents in the future. In this regard, the study's results suggest that First Nations and other governments are likely to experience growing pressures to provide a wide range of services to groups of citizens (i.e. descendants who lack Indian registration and/or membership) who have not traditionally formed a significant component of service demand in First Nations communities. How First Nations and other governments respond to this changing context of service demand can be expected to have profound effects not only on individuals but also on many aspects of life in First Nations communities.

At the present time, jurisdictional and financial responsibilities for program and service provision to the various classes of residents which are expected to comprise First Nations communities in the future are unclear. Current First Nations policies surrounding service allocation (e.g. which, in general, tend to restrict or limit services to those who qualify as members) may result in some groups of citizens who lack access to needed services. Similarly, the basis for establishing funding levels under current inter-governmental transfer

agreements may not recognize the service needs of all sub-groups or classes of citizens residing in First Nations communities. Resulting inequalities among citizen groups with respect to access to services could lead to conflicts, legal challenges and the erosion of social cohesion within communities.

Although the challenges confronting First Nations in responding to the changing population context have many dimensions, a central issue relates to the principle of establishing comparable levels of access to services among all community residents. In this regard, options available to First Nations within the confines of the Indian Act appear to be limited. Under the Indian Act, First Nations do (or can) exercise control over some aspects of the issue, including membership and (to some extent) service and program eligibility and allocation policies. Revisions to (or the adoption of) membership rules and the formulation of service allocation policies which are cognizant of the emerging changes in community populations may be an option for some First Nations. Such initiatives could mitigate some of the inequality among classes of citizens but are also likely to require new financial transfer arrangements with the federal (and perhaps provincial) government(s). It is not clear that suitable financial transfer arrangements could be achieved within the context of the current Indian Act. As such, First Nations may also want to explore the option of self-government. In theory, Self-Government Financial Transfer Agreements (SGFTA's) can be configured to enable service provision to all citizens who reside in the community. Inter-governmental negotiations, however, are also likely to be required in the process of pursuing this latter approach.

References

Clatworthy, S. J., **Implications of First Nations Demography: Recent Trends and Projected Population Changes**, Prepared for the Research and Analysis Directorate, Indian and Northern Affairs Canada, Ottawa, (2002a).

Clatworthy, S. J., **Population Implications of Proposed Revisions to the Peigan Nation Membership Code**, Peigan Nation Membership Review Committee, Brocket, Alberta, (2002b).

Clatworthy, S. J., **Re-Assessing the Population Impacts of Bill C-31**, Research and Analysis Directorate, Indian and Northern Affairs Canada, Ottawa, January, (2001). http://www.ainc-inac.gc.ca/pr/ra/rpi/index_e.html

Clatworthy, S. J., **Population Implications of Proposed Revisions to the Blood Tribe Membership Code,** Blood Tribe Membership Review Committee, Blood Tribe, Alberta, (1999).

Clatworthy, S. J., **Population and Membership Projections: Mohawks of Kahnawake**, Intergovernmental Relations Team, Mohawk Council of Kahnawake, Mohawk Territory of Kahnawake, (1998).

Clatworthy, S. J. and A. H. Smith.,. **Population Implications of the 1985 Amendments to the Indian Act**, Assembly of First Nations, Ottawa, (1992).

Clatworthy, S. J., **Modeling the Future Population Eligible for Indian Registration and Band Membership: Selected Communities of the Meadow Lake Tribal Council**, Meadow Lake Tribal Council, Saskatchewan, (1991).

Indian and Northern Affairs Canada, Bill C-31, House of Commons, Ottawa, December 19, 1990, Publication No. QS-6047-002-EE-A5, (1995). http://www.johnco.com/nativel/bill_c31.html

Indian and Northern Affairs Canada, Annotated Indian Act, (1985). http://www.canadahistory.com/sections/documents/1985_indian_act.htm

Nault, F. and J. Chen, Household and Family Projections of Registered Indians, 1991-2015, Indian and Northern Affairs Canada, Ottawa, 1993.

Smith, A. H., **Bill C-31 Impact Study: Meadow Lake First Nations**, prepared for the Meadow Lake Tribal Council, Meadow Lake, Saskatchewan, 1991.

United Anishnaabeg Councils, Impacts of the Authority to Determine Band Membership, prepared for Research and Analysis Directorate, Indian and Northern Affairs Canada, Ottawa, 1999.

Wherret, J., Indian Status and Band Membership, Political and Social Affairs Division, Library of Parliament, Ottawa, 1990.

Appendix A

Types of Membership Rules and Summary of Survey Results

Table A1
First Nations Membership Survey Interview Questionnaire

1. According to information provided to us by Indian Affairs, your community established its own rules for determining who is a member of your First Nation. Are you currently using a community membership rule?

   Yes (Go to Question 4).

   No (Go to Question 2).

2. Do you know why it is not being used?

3. Can you explain how membership is determined in your community? (Go to Question 6).

4. Have any changes been made to your membership rule since it originally came into effect?

   Yes (Go to Question 5).

   No (Go to Question 6).

5. Can you briefly describe the type of changes that were made to the rule?

6. Are any changes to your membership rule currently being considered by your community or by your Chief and Council?

   Yes (Go to Question 7).

   No (End of Interview).

7. Can you briefly describe the changes that are being considered?

Table A2
Membership Rule Classification Developed by Clatworthy and Smith (1992)

Type	Description
Indian Act	
Act	First Nations with membership determined by the rules of the Indian Act (Section 6).
Two Parent Rules: Rules That Limit Wholly or Mainly to Those Covered by Section 11(1)	
1.1	Minimal Codes - Section 11(1) only.
1.2	Minimal Codes - Section 11(1) only, but also containing discretionary clause(s).
1.3	Codes that limit to those with acquired rights and those born after April 16, 1985 or after code comes into effect with two parent members or otherwise exclude 6(1)d and 6(1)e.
1.4	Codes that include those with acquired rights and those that have parents who are (or ever were) members or otherwise include 6(1)d and 6(1)e.
1.5	Codes that admit those covered by Section 11(1) and admit persons both of whose parents are members.
2	Other two parent codes.
One Parent Rules That Limit to Indians	
3.1	One parent codes limiting to Indians and including all 6(2).
3.2	One parent codes, limiting to Indians excluding 6(2) born before April 17, 1985.
3.4	One parent codes, limiting to two generations, "originals" (i.e. those covered by Section 11(1)) and the children of "originals".
3.5	One parent codes requiring that the parent be a member at the time of the applicant's birth.
3.6	Other one parent codes limiting to Indians.
4.1	Codes that include all 6(2) and reference the Act of sections of the Act.
Blood Quantum Rules	
5.1	50% blood quantum codes with quantum assignment rules for the initial population.
5.2	50% blood quantum codes without quantum assignment rules for the initial population.
5.3	25% blood quantum codes.
5.4	Codes requiring blood quantum greater than 50%.
5.5	Codes requiring blood quantum less than 25%.
Unlimited One Parent Rules	
6.1	One parent codes open to all descendents.
6.2	One parent codes, excluding 6(2) born before April 17, 1985 and their descendents.
6.3	One parent codes, excluding 6(2) born before effective date of code and their descendents.
6.4	One parent codes, excluding 6(2) children of 6(1)c registrants where the exclusion is made by specific reference to this group.
6.5	Codes limiting membership to three generations.

Table A3
First Nations that Adopted Section 10 Rules but Not Applying the Rule as of January, 2003

Band	INAC Band Name	Original Rule Type	Reason For Not	Current Basis for
12	Oromocto	Two Parent	Not Known	INAC (Section 6) Rules
23	Eskasoni	Two Parent	Legal Challenges	Chief and Council
127	Lac la Croix	Two Parent	Not Known	Chief and Council
564	Langley	One Parent Limited to Registered Indians	Code Never Used	INAC (Section 6) Rules
593	Lillooet	One Parent Limited to Registered Indians	Too Much Work	Family Sponsorship
269	Peguis	50% Blood Quantum	Refused to Specify	Moratorium in Place
326	McDowell Lake	50% Blood Quantum	Code Under Review	INAC (Section 6) Rules
68	Wolf Lake	One Parent Unlimited	Code Under Review	INAC (Section 6) Rules
278	Norway House	One Parent Unlimited	Code Under Review	Moratorium in Place
563	Katzie	One Parent Unlimited	Code Under Review	Moratorium in Place
623	Cape Mudge	One Parent Unlimited	Code Under Review	Moratorium in Place
676	Kitamaat	One Parent Unlimited	Code Under Review	Nisga'a Code
677	Gatlakdamix	One Parent Unlimited	Code Under Review	Nisga'a Code
678	Lakalzap	One Parent Unlimited	Code Under Review	Nisga'a Code
751	Tetlit Gwitch'in	One Parent Unlimited	Code Under Review	Chief and Council
53	Gaspe	One Parent Unlimited	Not Known	INAC (Section 6) Rules
195	Pic Mobert	One Parent Unlimited	Not Known	INAC (Section 6) Rules
503	Kluane	One Parent Unlimited	Not Known	INAC (Section 6) Rules
654	Tsawout	One Parent Unlimited	Not Known	Community Sponsorship, Ceremonial
311	Mathias Colomb	One Parent Unlimited	Not Known	Chief and Council
449	Horse Lake	One Parent Unlimited	Not Known	INAC (Section 6) Rules

Table A4
First Nations Which Have Made Membership Rule Amendments by Type of Amendment, as of January, 2003

Band	INAC Band	Original Rule Type	Type of Amendments
1	Abegweit	Two Parent	Unsure of Specifics
163	Golden Lake	Two Parent	Changed to Indian Act rules, Administrative Process
344	Onion Lake	Two Parent	Refused to Specify
358	Wahpeton	Two Parent	Administrative Process and Documentation
379	Little Black Bear	Two Parent	Administrative Process and Documentation
399	Joseph Bighead	Two Parent	Refused to Specify
402	Waterhen Lake	Two Parent	Changed to One Parent Rules
440	Enoch	Two Parent	Recognize Common-Law Spouses
579	Lakahahmen	Two Parent	Refused to Specify
581	Seabird Island	Two Parent	Refused to Specify
642	Cowichan	Two Parent	Administrative Process and Documentation
683	Iskut	Two Parent	Remove On-Reserve Residency Requirements
179	Spanish River	One Parent Limited to Registered Indians	Administrative Process, Inclusion of All Bill C-31's
194	Nipigon	One Parent Limited to Registered Indians	Administrative Process, Clarification of Discretionary Criteria
433	Stoney	One Parent Limited to Registered Indians	Transfer Rules Added
596	Osoyoos	One Parent Limited to Registered Indians	Transfer Rules Added
134	Gibson	50% Blood Quantum	Unsure of Specifics
181	West Bay	50% Blood Quantum	Administrative Process
313	Nelson House	50% Blood Quantum	Administrative Process,
555	Squamish	50% Blood Quantum	Transfer Rules Added
144	Moose Factory	One Parent Unlimited	Transfer Rules Added
178	Sheshegwaning	One Parent Unlimited	Administrative Process
378	Carry The Kettle	One Parent Unlimited	Administrative Process
382	Okanese	One Parent Unlimited	Administrative Process
468	Fort McMurray	One Parent Unlimited	Administrative Process
494	Dawson	One Parent Unlimited	Transfer Rules Added
542	Saulteau	One Parent Unlimited	Administrative Process
565	Matsqui	One Parent Unlimited	Administrative Process, Inclusion of All Bill C-31's
577	Tsawwassen	One Parent Unlimited	Transfer and Adoption Rules Added
630	Mowachaht	One Parent Unlimited	Administrative Process, Membership Committee Added
661	Hesquiaht	One Parent Unlimited	Administrative Process (re Births and Deaths)

Table A5
First Nations Considering Amendments to Membership Rule Showing Nature of Amendments Being Considered, as of January, 2003

Band	INAC Band Name	Original Rule Type	Nature of Proposed Amendments
1	Abegweit	Two Parent	Did Not Specify
22	Chapel Island	Two Parent	Open Membership to All Registered Indians
26	Membertou	Two Parent	Did Not Specify
124	Big Grassy	Two Parent	Transfer Rules and Administrative Process
167	Moravian of the Thames	Two Parent	Transfer Rules
342	Moossomin	Two Parent	Administrative Process
344	Onion Lake	Two Parent	Did Not Specify
349	Thunderchild	Two Parent	Did Not Specify
364	Sakimay	Two Parent	Major Review of Code
367	Keeseekoose	Two Parent	Did Not Specify
368	Key	Two Parent	Did Not Specify
395	Flying Dust	Two Parent	Major Review of Code
398	Buffalo River	Two Parent	Administrative Process
399	Joseph Bighead	Two Parent	Did Not Specify
400	English River	Two Parent	Did Not Specify
440	Enoch	Two Parent	Rules re Age, Marriage and Voluntary Renouncement
570	Skway	Two Parent	Loss of Membership for 11(1)f's Upon Divorce
575	Tzeachten	Two Parent	Did Not Specify
579	Lakahahmen	Two Parent	Did Not Specify
581	Seabird Island	Two Parent	Adoptions
582	Skawahlook	Two Parent	Off Reserve Voting Rights and Loss of Membership for 11(1)f's Upon Divorce
602	St. Mary's	Two Parent	Did Not Specify
622	Campbell River	Two Parent	Administrative Process
642	Cowichan	Two Parent	Did Not Specify
705	Lytton	Two Parent	Transfer Rules
191	Pays Plat	One Parent Limited to Registered Indians	Did Not Specify
200	Mississauga	One Parent Limited to Registered Indians	Did Not Specify
233	Wahgoshig	One Parent Limited to Registered Indians	Did Not Specify
261	Brokenhead	One Parent Limited to Registered Indians	Considering One Parent Unlimited Code
265	Buffalo Point	One Parent Limited to Registered Indians	Minor Eligibility Changes
270	Little Grand Rapids	One Parent Limited to Registered Indians	Did Not Specify
433	Stoney	One Parent Limited to Registered Indians	Transfer Rules

458	Bigstone Cree	One Parent Limited to Registered Indians	Major Review of Code
467	Fort McKay	One Parent Limited to Registered Indians	Transfer Rules
470	Janvier	One Parent Limited to Registered Indians	Did Not Specify
528	Heiltsuk	One Parent Limited to Registered Indians	Did Not Specify
596	Osoyoos	One Parent Limited to Registered Indians	Transfer Rules
645	Halalt	One Parent Limited to Registered Indians	Transfer Rules
684	Adams Lake	One Parent Limited to Registered Indians	Transfer Rules an Loss of Membership for 11(1)f's Upon Divorce
687	Skeetchestin	One Parent Limited to Registered Indians	Major Review of Code
703	High Bar	One Parent Limited to Registered Indians	Did Not Specify
719	Williams Lake	One Parent Limited to Registered Indians	Did Not Specify
211	Sandy Lake	50% Blood Quantum	Electoral Rights for Off-Reserve Residents
326	McDowell Lake	50% Blood Quantum	Major Review of Code
435	Blood Tribe	50% Blood Quantum	Lower Quantum to 25% and admit all Bill C-31 Registrants
436	Peigan Nation	50% Blood Quantum	Lower Quantum to 25% and admit all Bill C-31 Registrants
439	Louis Bull	50% Blood Quantum	Revision to Descent Rule (Not Specific)
442	Montana	50% Blood Quantum	Simplify Language
555	Squamish	50% Blood Quantum	Transfer Rules
641	Chemainus	50% Blood Quantum	Transfer Rules
136	Parry Island	25% Blood Quantum	Revoking Blood Quantum Requirements
430	Siksika Nation	25% Blood Quantum	Extend Membership to All Bill C-31 Registrants
490	Aishihik	25% Blood Quantum	Issuing of Membership Cards
493	Champagne	25% Blood Quantum	Issuing of Membership Cards
2	Lennox Island	One Parent Unlimited	Administrative Process
68	Wolf Lake	One Parent Unlimited	Major Review of Code
144	Moose Factory	One Parent Unlimited	Transfer Rules
159	Mohawks of Akwesasne	One Parent Unlimited	Major Review of Code
190	Whitesand	One Parent Unlimited	Did Not Specify
201	Serpent River	One Parent Unlimited	Administrative Process and Adoptions
202	Thessalon	One Parent Unlimited	Did Not Specify
221	Chapleau Cree	One Parent Unlimited	Major Review of Code
228	Brunswick House	One Parent Unlimited	Transfer Rules
278	Norway House	One Parent Unlimited	Did Not Specify
309	Chemewawin	One Parent Unlimited	Did Not Specify
315	The Pas (Opaskwayak)	One Parent Unlimited	Did Not Specify
375	Muskeg Lake	One Parent Unlimited	Administrative Process
382	Okanese	One Parent Unlimited	Did Not Specify

434	Sunchild Cree	One Parent Unlimited	Major Review of Code
443	Ermineskin	One Parent Unlimited	Major Review of Code
474	Woodland Cree	One Parent Unlimited	Did Not Specify
542	Saulteau	One Parent Unlimited	Administrative Process and Electoral Rights for Off-Reserve Residents
543	Fort Nelson	One Parent Unlimited	Transfer Rules
563	Katzie	One Parent Unlimited	Major Review of Code
565	Matsqui	One Parent Unlimited	Transfer Rules
603	Tobacco Plains	One Parent Unlimited	Did Not Specify
620	Cheslatta T'en	One Parent Unlimited	Transfer Rules and Electoral Rights for Off-Reserve Residents
623	Cape Mudge	One Parent Unlimited	Major Review of Code
634	Ehattesaht	One Parent Unlimited	Transfer Rules
649	Nanoose	One Parent Unlimited	Did Not Specify
659	Ahousaht	One Parent Unlimited	Major Review of Code
660	Tla-O-Qui-Aht First Nation	One Parent Unlimited	Major Review of Code
665	Sheshaht	One Parent Unlimited	Did Not Specify
676	Kitamaat	One Parent Unlimited	Nisga'a Nation Code
677	Gitlakdamix	One Parent Unlimited	Nisga'a Nation Code
678	Lakalzap	One Parent Unlimited	Nisga'a Nation Code
689	Little Shuswap Lake	One Parent Unlimited	Did Not Specify
715	Red Bluff	One Parent Unlimited	Did Not Specify
751	Tetlit Gwich'in	One Parent Unlimited	Major Review of Code

Appendix B

Projection Sub-Groups by Type

Table B1
Projection Sub-Groups Showing Membership Rule Type, Region, Population and Exogamous Parenting Rate (EPR) and 2002 Registered Indian Population

Region	Projection Characteristics		Projection Group	First Nations	2002 Registered Indian Population		
	Descent Rule	Exogamous Parenting Rate			On	Off	Total
Alberta	Two Parent Rules	Moderately Low	1	1	1,147	450	1,597
Alberta	Two Parent Rules	Moderate	2	2	2,290	1,027	3,317
Alberta	50% Blood Quantum Rules	Moderately Low	3	5	12,818	3,577	16,395
Alberta	25% Blood Quantum Rules	Moderately Low	4	1	3,274	2,281	5,555
Alberta	One Parent Rules	Moderately High	5	5	1,943	1,387	3,330
Alberta	One Parent Rules (Excluding those without Acquired Rights	Moderately Low	6	1	2,590	571	3,161
Alberta	One Parent Rules (Excluding those without Acquired Rights)	Moderately High	7	3	1,063	2,238	3,301
Atlantic	Two Parent Rules	Moderately Low	8	1	2,995	530	3,525
Atlantic	Two Parent Rules	Moderate	9	2	1,211	334	1,545
Atlantic	Two Parent Rules	Moderately High	10	2	499	368	867
Atlantic	One Parent Rules	Moderate	11	1	1,183	220	1,403
Atlantic	One Parent Rules	High	12	3	520	644	1,164
BC	Two Parent Rules	Low	13	1	10	83	93
BC	Two Parent Rules	Moderately Low	14	3	2,027	1,720	3,747
BC	Two Parent Rule	Moderate	15	14	3,216	2,867	6,083
BC	Two Parent Rules	Moderately High	16	5	593	852	1,445
BC	Act Equivalent but Excluding those without Acquired Rights	Moderate	17	1	295	127	422
BC	50% Blood Quantum Rules	Moderately Low	18	2	1,139	457	1,596
BC	50% Blood Quantum Rules	Moderate	19	1	2,166	1,101	3,267
BC	One Parent Rules	Moderately Low	20	8	3,194	2,415	5,609

BC	One Parent Rules	Moderate	21	14	4,741	5,360	10,101
BC	One Parent Rules	Moderately High	22	8	1,499	1,997	3,496
BC	One Parent Rules (Excluding those without Acquired Rights)	Moderately Low	23	1	887	427	1,314
BC	One Parent Rules (Excluding those without Acquired Rights)	Moderate	24	2	325	96	421
BC	One Parent Rules (Excluding those without Acquired Rights)	High	25	1	62	42	104
Manitoba	50% Blood Quantum Rules	Moderate	26	2	6,459	5,611	12,070
Manitoba	One Parent Rules	Moderately Low	27	1	4,200	1,496	5,696
Manitoba	One Parent Rules	Moderate	28	6	8,188	4,311	12,499
Manitoba	One Parent Rules	Moderately High	29	1	356	179	535
Ontario	Two Parent Rules	Low	30	3	1,806	70	1,876
Ontario	Two Parent Rules	Moderately Low	31	5	2,861	1,845	4,706
Ontario	Two Parent Rules	Moderately High	32	2	693	1,128	1,821
Ontario	Act Equivalent but Excluding those without Acquired Rights	Moderate	33	2	1,401	1,014	2,415
Ontario	Act Equivalent but Excluding those without Acquired Rights	Moderately High	34	3	1,037	1,408	2,445
Ontario	50% Blood Quantum Rules	Moderately Low	35	2	2,406	395	2,801
Ontario	50% Blood Quantum Rules	Moderate	36	5	1,934	1,657	3,591
Ontario	50% Blood Quantum Rules	Moderately High	37	4	1,628	2,142	3,770
Ontario	25% Blood Quantum Rules	Moderately Low	38	1	880	309	1,189
Ontario	25% Blood Quantum Rules	Moderately High	39	1	391	592	983
Ontario	One Parent Rules	Moderately Low	40	6	11,208	4,016	15,224
Ontario	One Parent Rules	Moderate	41	4	1,664	1,408	3,072
Ontario	One Parent Rules	Moderately High	42	6	718	2,502	3,220

Ontario	One Parent Rules (Excluding those without Acquired Rights)	Low	43	1	330	6	336
Ontario	One Parent Rules (Excluding those without Acquired Rights)	Moderately High	44	1	703	931	1,634
Quebec	One Parent Rules	High	45	1	2	730	732
Quebec	One Parent Rules (Excluding those without Acquired Rights)	High	46	1	67	147	214
Saskatchewan	Two Parent Rules	Moderately Low	47	4	2,914	1,720	4,634
Saskatchewan	Two Parent Rules	Moderate	48	14	8,876	9,968	18,844
Saskatchewan	Two Parent Rules	Moderately High	49	5	2,771	2,974	5,745
Saskatchewan	50% Blood Quantum Rules	Moderately High	50	1	644	273	917
Saskatchewan	One Parent Rules	Moderate	51	5	2,711	3,242	5,953
Saskatchewan	One Parent Rules (Excluding those without Acquired Rights)	Moderately High	52	1	260	1,297	1,557
Yukon/NWT	25% Blood Quantum Rules	Moderately High	53	1	100	263	363
Yukon/NWT	One Parent Rules	Moderately High	54	3	1,318	1,152	2,470
Atlantic	Indian Act or Equivalent	Low	55	2	0	1,235	1,235
Atlantic	Indian Act or Equivalent	Moderately Low	56	3	3,274	725	3,999
Atlantic	Indian Act or Equivalent	Moderate	57	5	2,310	1,437	3,747
Atlantic	Indian Act or Equivalent	Moderately High	58	5	3,554	1,942	5,496
Atlantic	Indian Act or Equivalent	High	59	9	2,143	3,639	5,782
Quebec	Indian Act or Equivalent	Low	60	5	4,922	637	5,559
Quebec	Indian Act or Equivalent	Moderately Low	61	9	17,486	4,242	21,728
Quebec	Indian Act or Equivalent	Moderate	62	3	2,286	1,298	3,584
Quebec	Indian Act or Equivalent	Moderately High	63	6	6,508	6,603	13,111

Quebec	Indian Act or Equivalent	High	64	5	1,759	4,130	5,889
Ontario	Indian Act or Equivalent	Low	65	7	4,323	1,126	5,449
Ontario	Indian Act or Equivalent	Moderately Low	66	13	8,455	5,491	13,946
Ontario	Indian Act or Equivalent	Moderate	67	23	13,940	16,117	30,057
Ontario	Indian Act or Equivalent	Moderately High	68	25	20,980	26,855	47,835
Ontario	Indian Act or Equivalent	High	69	12	3,119	9,966	13,085
Manitoba	Indian Act or Equivalent	Low	70	2	3,638	380	4,018
Manitoba	Indian Act or Equivalent	Moderately Low	71	6	7,956	773	8,729
Manitoba	Indian Act or Equivalent	Moderate	72	35	36,082	21,908	57,990
Manitoba	Indian Act or Equivalent	Moderately High	73	8	5,013	5,205	10,218
Manitoba	Indian Act or Equivalent	High	74	1	183	71	254
Saskatchewan	Indian Act or Equivalent	Moderately Low	75	3	2,525	444	2,969
Saskatchewan	Indian Act or Equivalent	Moderate	76	29	29,359	25,425	54,784
Saskatchewan	Indian Act or Equivalent	Moderately High	77	7	6,479	8,997	15,476
Saskatchewan	Indian Act or Equivalent	High	78	1	12	190	202
Alberta	Indian Act or Equivalent	Low	79	1	3,741	276	4,017
Alberta	Indian Act or Equivalent	Moderately Low	80	3	9,157	1,956	11,113

Alberta	Indian Act or Equivalent	Moderate	81	6	10,658	4 263	14,921
Alberta	Indian Act or Equivalent	Moderately High	82	13	9,547	10 878	20,425
Alberta	Indian Act or Equivalent	High	83	3	798	854	1,652
BC	Indian Act or Equivalent	Low	84	2	187	183	370
BC	Indian Act or Equivalent	Moderately Low	85	27	5,803	4 996	10,799
BC	Indian Act or Equivalent	Moderate	86	62	23,019	22 412	45,431
BC	Indian Act or Equivalent	Moderately High	87	32	5,178	6 617	11,795
BC	Indian Act or Equivalent	High	88	9	371	733	1,104
Yukon/NWT	Indian Act or Equivalent	Low	89	1	43	13	56
Yukon/NWT	Indian Act or Equivalent	Moderately Low	90	5	1,077	116	1,193
Yukon/NWT	Indian Act or Equivalent	Moderate	91	8	2,725	1 277	4,002
Yukon/NWT	Indian Act or Equivalent	Moderately High	92	14	7,143	3 222	10,365
Yukon/NWT	Indian Act or Equivalent	High	93	3	602	724	1,326

Appendix C

First Nations Comprising Projection Sub-Groups

Table C1
Membership Codes Adopted Under Section 10 of the Indian Act
(First Nations in Upper Case have Membership Codes.)

Atlantic Region	
Projection Group	**INAC Band Name**
8	ESKASONI
9	CHAPEL ISLAND MEMBERTOU
10	ABEGWEIT EEL RIVER
11	BURNT CHURCH
12	ANNAPOLIS VALLEY EDMUNDSTON LENNOX ISLAND
55	Mushuau Innu First Nation Sheshatshiu Innu First Nation
56	Big Cove Wagmatcook Waycobah First Nation
57	Indian Island Metepenagiag Mi'kmaq Nation Paq'tnkek First Nation Pictou Landing Shubenacadie
58	Kingsclear Millbrook OROMOCTO Saint Mary's Tobique
59	Acadia Bear River BUCTOUCHE Eel Ground Fort Folly Glooscap First Nation Miawpukek Pabineau Woodstock

Quebec Region	
Projection Group	**INAC Band Name**
45	VIGER
46	ABENAKIS DE WOLINAK
60	Communauté anicinape de Kitcis Les Atikamekw de Manawan Montagnais de Natashquan Montagnais de Unamen Shipu Nation Anishnabe du Lac Simon
61	Algonquins of Barriere Lake Atikamekw d'Opitciwan Betsiamites Conseil des Atikamekw de Wemot Innu Takuaikan Uashat Mak Mani Kahnawake La Nation Innu Matimekush-Lac Les Innus de Ekuanitshit Long Point First Nation
62	Conseil de la Première Nation Kitigan Zibi Anishinabeg Montagnais de Pakua Shipi
63	Eagle Village First Nation - K Listuguj Mi'gmaq Government Micmacs of Gesgapegiag Mohawks of Kanesatake Montagnais du Lac St.-Jean Timiskaming First Nation
64	GASPE Montagnais Essipit Nation Huronne Wendat Odanak Wolf Lake

Ontario Region	
Projection Group	**INAC Band Name**
30	KASABONIKA LAKE SUMMER BEAVER WEBEQUIE
31	AROLAND BIG GRASSY FORT HOPE GRASSY NARROWS LAC LA CROIX
32	MORAVIAN OF THE THAMES RAINY RIVER
33	SPANISH RIVER WAHGOSHIG
34	GARDEN RIVER FIRST NATION NIPIGON SANDPOINT
35	OJIBWAYS OF ONEGAMING SANDY LAKE
36	BIG ISLAND NORTH SPIRIT LAKE SEINE RIVER STANJIKOMING WEST BAY
37	CHIPPEWAS OF GEORGINA ISLAND CHIPPEWAS OF KETTLE & STONY POINT GIBSON HENVEY INLET
38	BIG TROUT LAKE
39	PARRY ISLAND FIRST NATION
40	BEARSKIN LAKE CAT LAKE KINGFISHER LANSDOWNE HOUSE MOHAWKS OF AKWESASNE MOOSE FACTORY
41	CARIBOU LAKE NEW SLATE FALLS WHITEFISH RIVER WHITESAND
42	BRUNSWICK HOUSE CALDWELL CHAPLEAU CREE SERPENT RIVER SHESHEGWANING THESSALON
43	WAPEKEKA
44	FORT WILLIAM

65	Deer Lake PIKANGIKUM Poplar Hill Wawakapewin Wunnumin
66	Albany Attawapiskat Constance Lake Fort Severn Martin Falls Mishkeegogamang Muskrat Dam Lake Nicickousemenecaning Ochiichagwe'babigo'ining First Sachigo Lake Sheguiandah Taykwa Tagamou Nation Wabaseemoong Independent Natio
67	Anishinabe of Wauzhushk Onigum Biinjitiwaabik Zaaging Anishin Chippewas of the Thames First Eagle Lake Ginoogaming First Nation Gull Bay Iskatewizaagegan #39 Independe Lac Seul Long Lake No.58 First Nation Naicatchewenin Naotkamegwanning Northwest Angle No.37 Ojibways of the Pic River Firs Oneida Nation of the Thames PAYS PLAT PIC MOBERT Shoal Lake No.40 Wabauskang First Nation Walpole Island Washagamis Bay Weenusk Wikwemikong Zhiibaahaasing First Nation
68	Aamjiwnaang Batchewana First Nation Beausoleil Chippewas of Mnjikaning First Chippewas of Nawash First Nati Couchiching First Nation Curve Lake Dokis Lac Des Mille Lacs Magnetawan Mattagami

	MISSISSAUGA Mississaugas of the Credit Munsee-Delaware Nation Nipissing First Nation Northwest Angle No.33 Red Rock Saugeen Shawanaga First Nation Six Nations of the Grand River SUCKER CREEK Temagami First Nation Wabigoon Lake Ojibway Nation Whitefish Lake
69	Alderville First Nation Chapleau Ojibway Flying Post GOLDEN LAKE Hiawatha First Nation Matachewan Michipicoten Missanabie Cree Mississauga's of Scugog Island Mohawks of the Bay of Quinte Moose Deer Point Wahnapitae

Manitoba Region	
Projection Group	**INAC Band Name**
26	NELSON HOUSE PEGUIS
27	NORWAY HOUSE
28	CHEMAWAWIN FIRST NATION GRAND RAPIDS LITTLE BLACK RIVER MATHIAS COLOMB SHOAL RIVER THE PAS
29	INDIAN BIRCH
70	Garden Hill First Nations Manto Sipi Cree Nation
71	Bunibonibee Cree Nation Ojibway Nation of Saugeen Red Sucker Lake Shamattawa First Nation St. Theresa Point War Lake First Nation Wasagamack First Nation
72	Barren Lands BERENS RIVER Birdtail Sioux BLOODVEIN Canupawakpa Dakota First Nation Cross Lake First Nation Dakota Tipi Dauphin River Fisher River Fort Alexander Fox Lake GAMBLERS God's Lake First Nation HOLLOW WATER Keeseekoowenin Lake Manitoba Lake St. Martin LITTLE GRAND RAPIDS Little Saskatchewan Long Plain Marcel Colomb First Nation Mosakahiken Cree Nation Northlands Pauingassi First Nation Pinaymootang First Nation POPLAR RIVER Rolling River SANDY BAY

	Sayisi Dene First Nation Sioux Valley Dakota Nation Skownan First Nation Swan Lake Tataskweyak Cree Nation Waywayseecappo First Nation York Factory First Nation
73	BROKENHEAD BUFFALO POINT FIRST NATION CRANE RIVER Ebb and Flow Kinonjeoshtegon First Nation Pine Creek Roseau River Tootinaowaziibeeng Treaty Reserve
74	Dakota Plains

Saskatchewan Region	
Projection Group	**INAC Band Name**
47	ISLAND LAKE MAKWA SAHGAIEHCAN THUNDERCHILD WAHPETON
48	BUFFALO RIVER FISHING LAKE JOSEPH BIGHEAD KAHKEWISTAHAW KEESEEKOOSE KEY LITTLE BLACK BEAR LUCKY MAN MOOSOMIN ONION LAKE POUNDMAKER SAKIMAY STANDING BUFFALO YELLOWQUILL
49	BIG C CANOE LAKE ENGLISH RIVER FLYING DUST TURNOR LAKE
50	CUMBERLAND HOUSE
51	CARRY THE KETTLE KINISTIN OKANESE SAULTEAUX WATERHEN LAKE
52	MUSKEG LAKE
75	Kee-Way-Win McDOWELL LAKE Pelican Lake Red Earth Shoal Lake of the Cree Nation
76	Ahtahkakoop Beardy's and Okemasis Big River Day Star Gordon Hatchet Lake James Smith Kawacatoose Lac La Ronge Little Pine Mistawasis Mosquito, Grizzly Bear's Head,

	Muscowpetung Muskowekwan Nekaneet Ocean Man Ochapowace One Arrow Pasqua First Nation #79 Peter Ballantyne Cree Nation Pheasant Rump Nakota Piapot Red Pheasant Star Blanket Sturgeon Lake First Nation Sweetgrass White Bear Whitecap Dakota First Nation Witchekan Lake
77	Black Lake Cote First Nation 366 Cowessess Fond du Lac Montreal Lake Muskoday First Nation Peepeekisis
78	Wood Mountain

Alberta Region	
Projection Group	**INAC Band Name**
1	PAUL
2	ALEXANDER ENOCH
3	BLOOD LOUIS BULL MONTANA PEIGAN SARCEE
4	SIKSIKA NATION (BLACKFOOT)
5	FORT CHIPEWYAN FORT McMURRAY HEART LAKE SUNCHILD CREE WOODLAND CREE
6	ERMINESKIN
7	DRIFTPILE SAWRIDGE SWAN RIVER
79	STONEY
80	Kehewin Cree Nation Little Red River Cree Nation Samson
81	ALEXIS Dene Tha' Frog Lake LOON RIVER CREE O'CHIESE Saddle Lake
82	Beaver Lake Cree Nation BIGSTONE CREE Cold Lake First Nations CREE FORT McKAY JANVIER Kapawe'no First Nation LUBICON LAKE Smith's Landing First Nation Sturgeon Lake Cree Nation SUCKER CREEK TALLCREE Whitefish Lake
83	Beaver First Nation Duncan's First Nation HORSE LAKE

British Columbia Region	
Projection Group	**INAC Band Name**
13	UNION BAR
14	AITCHELITZ COWICHAN KWAW-KWAW-A-PILT
15	HARTLEY BAY ISKUT KITSELAS KLUSKUS LYTTON NAZKO PETERS SEABIRD ISLAND SKOWKALE SKWAY SQUIALA ST. MARY'S TSEYCUM TZEACHTEN
16	BOOTHROYD BOSTON BAR CAMPBELL RIVER LAKAHAHMEN SKAWAHLOOK
17	SONGHEES
18	CANIM LAKE CHEMAINUS
19	SQUAMISH
20	AHOUSAHT EHATTESAHT MOUNT CURRIE MOWACHAHT NANOOSE PAUQUACHIN TOBACCO PLAINS TSAWOUT
21	ADAMS LAKE CHESLATTA CARRIER NATION DITIDAHT FORT NELSON HESQUIAHT KATZIE KISPIOX KITAMAAT

	KWAKIUTL KYUQUOT SHESHAHT TLA-O-QUI-AHT FIRST NATIONS TSAWATAINEUK UCLUELET
22	CAPE MUDGE KITSUMKALUM MATSQUI McLEOD LAKE OPETCHESAHT SAULTEAU TSAWWASSEN UCHUCKLESAHT
23	BELLA COOLA
24	LITTLE SHUSWAP LAKE RED BLUFF
25	QUALICUM
84	Glen Vowell Popkum
85	Coldwater Esketemc Esquimalt Gitanyow Gitsegukla Gwa'Sala-Nakwaxda'xw HALALT Halfway River First Nation Kitasoo Kitkatla Kwiakah Kwikwetlem First Nation LILLOOET Malahat First Nation Nooaitch Quatsino Seton Lake Shackan Shxw'ow'hamel First Nation Skatin Nations Stone Toquaht Tsartlip Wet'suwet'en First Nation Xeni Gwet'in First Nations Gov. Yakweakwioose

	Yekooche
86	Alexis Creek
	Blueberry River First Nations
	Bridge River
	Burns Lake
	BURRARD
	Canoe Creek
	Chawathil
	Cheam
	Chehalis
	Columbia Lake
	Da'naxda'xw First Nation
	Douglas
	Fountain
	Gitanmaax
	Gitwangak
	Gwawaenuk Tribe
	Hagwilget Village
	HEILTSUK
	Homalco
	Huu-ay-aht First Nations
	Kamloops
	KANAKA BAR
	Kwadacha
	Kwicksutaineuk-ah-kwaw-ah-mish
	Lake Babine Nation
	Lax-kw'alaams
	Lower Kootenay
	Lower Nicola
	Moricetown
	MUSQUEAM
	Nadleh Whuten
	Nak'azdli
	Namgis First Nation
	NICOMEN
	North Thompson
	N'Quatqua
	Okanagan
	Old Massett Village Council
	OSOYOOS
	Oweekeno
	PACHEENAHT
	PENELAKUT
	Penticton
	Prophet River Band, Dene Tsaa
	Saik'uz First Nation
	SISKA

	SKEETCHESTN Skwah Snuneymuxw First Nation Soda Creek Spallumcheen Takla Lake First Nation Tl'azt'en Nation Tl'etinqox-t'in Government Toosey Tsay Keh Dene Ts'kw'aylaxw First Nation Ulkatcho Upper Nicola Upper Similkameen WILLIAMS LAKE Yale First Nation
87	Alexandria ASHCROFT Beecher Bay Bonaparte Cayoose Creek Comox Cook's Ferry Doig River Lheidli T'enneh Lower Similkameen Lyackson Mamalilikulla-Qwe'Qwa'Sot'Em Metlakatla Nee-Tahi-Buhn Neskonlith Nuchatlaht Samahquam Scowlitz Semiahmoo Shuswap Skidegate Skin Tyee SKUPPAH Sliammon Soowahlie Stellat'en First Nation Sumas First Nation Tahltan Tlatlasikwala Tlowitsis Tribe West Moberly First Nations

	Westbank First Nation
88	HIGH BAR Klahoose First Nation Lake Cowichan First Nation LANGLEY New Westminster Oregon Jack Creek SPUZZUM T'Sou-ke First Nation Whispering Pines/Clinton

Yukon and Northwest Territories Regions	
Projection Group	**INAC Band Name**
53	TAKU RIVER TLINGIT
54	CARCROSS-TAGISH DAWSON TETLIT GWICH'IN
89	Ka'a'gee Tu First Nation
90	Acho Dene Koe Behdzi Ahda" First Nation Gameti First Nation Nahanni Butte Sambaa K'e (Trout Lake) Dene
91	Fort Good Hope Dease River Kwanlin Dun First Nation Liard River Ross River Jean Marie River First Nation West Point First Nation Wha Ti First Nation
92	Dechi Laot'i First Nations Deh Gah Gotie Dene Council Deline Deninu K'ue First Nation Dog Rib Rae Gwichya Gwich'in Inuvik Native K'atlodeeche First Nation Liidlii Kue First Nation Lutsel K'e Dene Pehdzeh Ki First Nation Tulita Dene KLUANE
93	Yellowknives Dene First Nation Aklavik Salt River First Nation #195 White River First Nation